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ABSTRACT

Based on national interviews and public discussions, this report to the Australian Department of Education contains recommendations for the future direction of Australian teacher education as well as information on present methods and procedures. The history and social context of education in Australia are presented in introductory chapters, followed by sections treating teacher education as continued professional development, the nature of inservice, preservice, and induction practices, the role of teacher educators and institutions, manpower planning, and research in teacher education. Among the recommendations are: (1) increased cooperation between all educational entities; (2) a required core of preservice studies consisting of subject disciplines, pedagogy, research methods, and practical experience; (3) the provision of at least five days of inservice education outside of school hours each year; (4) more comprehensive orientation procedures for beginning teachers; and (5) the establishment of a national advisory body to initiate, monitor, and review teacher education developments. Estimated costs for implementing the procedures are given in a concluding statement. (FG)

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Report of the

National Inquiry into Teacher Education

M. GREENANE

U.S. DEPARTMENT OF EDUCATION

August 1980

REPORT OF THE

NATIONAL INQUIRY INTO

TEACHER EDUCATION

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National Inquiry into Teacher Education

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20 August, 1980

The Honourable Wal. Fife, M.P.,
Minister for Education,
Parliament House,
CANBERRA. A.C.T. 2600

My dear Minister,

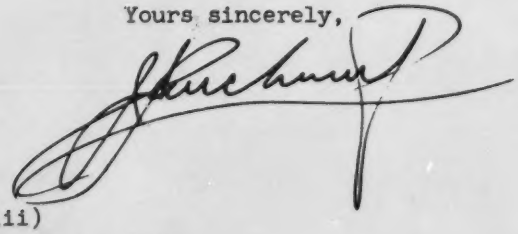
On behalf of the National Inquiry into Teacher Education I have the honour to present our Report in response to the Terms of Reference supplied to us by your predecessor, Senator Carrick, after consultation with the Australian Education Council in 1978.

The Terms of Reference were wide and diffuse, and as you can read in the prefatory material, our Committee made every effort to ensure as extensive an input as possible from all sections of the Australian community. The Report is accordingly very much a consensus document but our areas of major disagreement were not extensive.

The Committee is very appreciative of the co-operation it has received in the States and Territories of the Commonwealth but wishes me especially to acknowledge the quality of the service provided by its secretariat. Under the leadership of the Secretary of the Inquiry, Mr Bruce Milligan, and the Executive Officer, Dr Kevin Batt, the whole secretariat worked as a united team, giving the members of the Inquiry every assistance in their power and not once but many times I was asked by my colleagues to thank the staff for the quality of their support work.

Finally, I should say on my own behalf, not only how much I appreciated the services of the secretariat but also how much I admired the working co-operation I received from all members of the Inquiry in what became a very time-consuming exercise for a number of very busy people. Few missed any of our many meetings and all participated with regularity in our numerous interstate visits.

Yours sincerely,



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PREFACE

After consultation with the Australian Education Council, Senator the Honourable J. L. Carrick, then Commonwealth Minister for Education, announced on 13 July 1978 the Terms of Reference for the National Inquiry into Teacher Education, under the Chairmanship of Professor J. J. Auchmuty. The opinions and advice of government and non-government agencies as well as of various professional bodies were taken into account in determining the Terms of Reference. The membership of the Committee for the Inquiry was announced in November 1978 and the first Committee meeting was held on 12 December 1978.

All States co-operated with the establishment of the National Inquiry by making nominations to the Committee. In each State and Territory working parties, or inquiries with similar or identical terms of reference, co-operated with the National Inquiry.

The Terms of Reference directed the Committee to have regard to the report of the (Williams) Committee of Inquiry into Education and Training. Following the release of that report, the Commonwealth Minister for Education directed the Committee's attention to its recommendations specifically relating to teacher education and the roles of teachers. The Minister also asked that consideration be given to the need for teacher preparation in the area of health education. The Australian Education Council drew the Committee's attention to recommendations by its Working Party on Education and Employment concerning out of school experience for teachers. All these referrals were taken into account by the Inquiry.

The 1978 Review of Teacher Education in Queensland (The Bassett Report), available early in the Inquiry's deliberations, and the Interim Report of the Committee of the Victorian Enquiry into Teacher Education, available towards the end of the Committee's work, were also noted and considered, as were similar reports arising from overseas inquiries into teacher education.

The Committee met on seventeen separate occasions, sitting on a total of twenty-nine days. Four working groups and a research sub-committee with an outside consultant were set up to examine some of the more specialised aspects of the Terms of Reference and to report to the main Committee. The Commonwealth Department of Education staffed a Secretariat for the Inquiry. The Committee also received assistance on a temporary basis from officers in State public services and it commissioned projects from a number of research workers.

From the first Committee meeting in December 1978, emphasis was placed on the openness of the Inquiry in order to raise community awareness of the investigation and to encourage a wide range of input to the Committee.

Advertisements calling for submissions from interested organisations and individuals were placed in national and regional newspapers with translated versions appearing in various ethnic newspapers. The opinions of teachers and parents were also sought through articles and advertisements in relevant newsletters, bulletins and magazines. Radio and television coverage was also a feature of the open policy. Over 400 written submissions were received (see Appendix A), the majority coming from organisations or individuals directly involved in education, though nearly 100 submissions were received from other sources. Within the former category, there was a reasonably even spread of submissions from tertiary institutions, professional associations and individual teachers and lecturers, and a somewhat smaller number from other government and non-government agencies directly concerned with education.

The Committee visited all capital cities and other selected areas in each Australian State and mainland Territory. In order to ensure the widest opportunities for consultation during these visits, the Committee divided into smaller groups of three or more members and accordingly held over 150 meetings of greater or lesser size, engaging in discussion with well over 2 000 interested and involved citizens.

Visits to the States normally included public meetings in the capital city and a number of provincial centres; interviews with interested individuals and groups including teacher and parent organisations; meetings with education authorities, both State and private, and with the State committees of inquiry or working parties associated with the Inquiry; and visits to most tertiary institutions engaged in teacher education and to selected schools and teachers centres or education centres.

Details of visits and discussions undertaken by the Inquiry are given in Appendix B. In preparation for most such visits the Committee developed a list of basic issues for discussion. The list was circulated beforehand, the Committee indicating which issues it most wanted to explore with the particular organisation concerned, while leaving the organisation free to choose additional issues to be explored either from the remainder of the list or from outside it. The list of issues is reproduced in Appendix C.

The Chairman and the Secretary of the Inquiry, prior to the appointment of the full Committee, visited each State and Territory and were assured of support and co-operation. This co-operation was fully forthcoming and contacts subsequently established greatly increased the National Inquiry's awareness of the States' similarities and differences in educational structures, provisions and needs. In visits to the States and Territories the Committee worked closely with the State inquiries and liaison bodies and on many occasions held public and other meetings with local members joining the Inquiry's interviewing teams.

Specific requests for information, designed to add to the Committee's knowledge of the present and possible future state of teacher education in Australia, were directed to government and non-government authorities and institutions concerned with teacher education. These included State and Territory education departments; other State departments with responsibilities in the area of pre-school education; Catholic offices of education; associations of independent schools; tertiary education co-ordinating authorities; State committees of inquiry and working parties associated with the Inquiry; universities and colleges involved in teacher education; deans or heads of schools and faculties of education in universities and selected colleges of advanced education; and teachers' unions.

A short history of teacher education in Australia was commissioned (Appendix D) together with four other studies (Appendix E).

A number of overseas experts shared their knowledge and experience with Committee members while visiting Australia. The names and positions of these visitors are given on pages xiii and xiv of this Report.

In accordance with its brief to state assumptions about the objectives of education in Australia for the next twenty-five years, the Committee arranged a conference on social change. This was in recognition of the expectation that what happens in and to Australian society during the coming decades will have a profound effect on concepts and patterns of schooling and therefore on what is required of teachers and teacher education. The conference brought together experts from various fields to provide a basis on which to identify social trends, to draw out relationships between them and to consider the possible implications for education. The names of conference participants are listed in Appendix F.

At a further seminar Committee members, chairmen of the Schools Commission State Development Committees and other experts discussed major issues, trends and problems in the area of in-service education. Names of participants in the seminar are listed in Appendix G.

In addition to the activities arranged by the Inquiry, individual members of the Committee participated in conferences conducted by other organisations. Details are given in Appendix H.

Altogether the Inquiry was presented with a mass of information relating to teacher education and its social context both in Australia and overseas. Assessment of this material has proved a formidable task, and the Report suggests how further monitoring of the situation could be undertaken on a continuing basis.

ACKNOWLEDGEMENTS

The Committee is appreciative of the time and energy devoted by so many to the preparation of oral and written submissions to the Inquiry. Everywhere on its travels around the States and Territories, the Committee met with interested and concerned citizens who provided necessary information on which the Committee could formulate its views.

The various States and Territories all co-operated with this Inquiry, some of them also producing full-scale reports of their own. They were of enormous help to the National Inquiry in their response to repeated requests for information.

The Committee directed specific requests for information to government and non-government authorities and institutions concerned with teacher education. We thank those who provided valuable information as a result of these requests. We also wish to acknowledge with gratitude those post-secondary authorities who assisted with detailed information on recognised courses in teacher education throughout Australia.

The Institute of Public Affairs (NSW) based its submission on the results of a wide-ranging questionnaire survey conducted with the purposes of this Inquiry deliberately in mind. The National Aboriginal Education Committee developed its submission after an extensive inquiry. The Committee is appreciative of these special efforts.

Various appendixes record all who assisted the Committee in any major way. We offer our thanks to all, but at this point the Committee especially thanks those overseas experts in the field of teacher education who shared their knowledge and experience with Committee members during their Australian visits:

Dr J. Brierley, Divisional Inspector, Department of Education and Science, UK;

Professor U. Bronfenbrenner, Department of Human Development and Family Studies, Cornell University, USA;

Professor G. Dickson, Dean, College of Education, University of Toledo, USA;

Professor N. Gage, Professor of Education and Psychology, Stanford University, USA;

Dr W. Harlen, Senior Research Fellow, Assessment of Performance Project, Chelsea College, University of London, UK;

Dr B. Hayward, Secretariat, Centre for Educational Research and Innovation, OECD, Paris, France; and

Dr W. Worth, Faculty of Education, The University of Alberta, Canada.

Educational researchers were commissioned by the Inquiry to undertake specialised research studies in specific areas. Whilst much of their work was absorbed into the Committee's collective thinking, the Committee alone is responsible for the use to which this valuable and essential material was put. The Committee is appreciative of the help and assistance given by these researchers and their associates:

Mr D. Anders, retired Executive Officer, South Australian Council for Educational Planning and Research;

Professor G. W. Bassett, Professor of Education, University of Queensland, for the Australian College of Education;

Professor D. Beswick and Dr G. Harman, Centre for the Study of Higher Education, University of Melbourne;

Dr B. Hyams, Reader in Education, The Flinders University of South Australia; and

Dr P. Meade, Head, Division of Education Studies, Kelvin Grove College of Advanced Education, Queensland.

Further details of the studies concerned are set out in Appendix E.

We were also assisted by contributions in the form of literature reviews on selected topics by Dr P. Creed, Acting Assistant Director of Teacher Education, Victorian Department of Education, and Ms L. Parslow of the Research Branch, Queensland Department of Education. We thank them and their employers for this valuable assistance. We are grateful also for the co-operation of the Western Australian Department of Education in making available material from an ongoing research study of rural education.

The names of those who attended and contributed of their expertise to the social change conference convened by the Inquiry are set out in Appendix F but the Committee wishes especially to thank the following who prepared the introductory papers around which the seminar was organised:

The Most Reverend Felix Arnott, Anglican Archbishop of Brisbane;

Professor J. Caldwell, Head, Department of Demography, Research School of Social Sciences, Australian National University;

Professor P. Musgrave, Dean, Faculty of Education, Monash University;

Professor J. Nevile, Department of Economics, University of New South Wales;

Mr V. Routley, Chief Economist, Commonwealth Department of Employment and Youth Affairs; and

Professor G. Seddon, Director, Centre for Environmental Studies, University of Melbourne.

The Committee also expresses its appreciation to Mr S. Dunn, Chairman, Education Research and Development Committee, for his assistance and advice as a consultant and as a co-opted member of the Inquiry's research sub-committee; and to Dr G. Burke, School of Education, Monash University, who, towards the conclusion of the Inquiry, assisted by providing advice on the cost implications of the recommendations.

COMMITTEE MEMBERS

Professor J.J. Auchmuty CBE
Chairman
Retired Vice-Chancellor, University of Newcastle, NSW

Mrs C. Blakers
Executive Research Officer
Australian Council of State School Organisations

Mr M. Bishop OBE
Headmaster, Cranbrook School, NSW

Miss A. Coveos
Ethnic Consultant (Greek), Education Department of Victoria

Mr T.W. Hogan
Member of the Stock Exchange, Perth

Dr H.S. Houston
Chairman, Advanced Education Council of the Tertiary Education Commission

Mrs N.D. McNamara MBE
Co-ordinator, Management Training Programs,
Aboriginal Training and Cultural Institute

Mr B. Manefield
President, New South Wales Teachers' Federation

Mr G.W. Muir
Principal, Kuring-gai College of Advanced Education, NSW

Brother Ambrose Payne
Principal, Polding College, NSW

Dr C. Pederson
formerly Director, Kingston College of Advanced Education, SA
(to 15 March 1979)

Miss R. Rogers
Assistant Director, Curriculum (Early Childhood Education),
South Australian Education Department (from 24 May 1979)

Dr L.W. Shears
Director-General, Education Department of Victoria

Dr M. Skilbeck
Director, Curriculum Development Centre

Mr K. Spaulding
Principal Education Officer, Tasmanian Department of Education

Professor B.H. Watts OBE
Director, Schonell Educational Research Centre,
University of Queensland

SECRETARIAT STAFF

Secretary	Mr B. Milligan
Executive Officer	Dr K. Batt
Project Officers	Mr A. Francis (from 24 September 1979) Ms D. Shaw Dr H. Stefanik
Administrative Officer	Ms N. Rogers
Clerical Assistants	Ms V. Collins (to 22 November 1979) Ms J. Scott (from 26 November 1979 to 11 January 1980) Mr W. Townrow (from 5 May 1979 to 18 April 1980) Ms E. Waight (from 29 May 1980)
Steno Secretaries	Ms C. Crane (to 22 February 1980) Ms B. Wall (from 25 February 1980)
Consultant	The Tertiary Education Commission made available the services of Mr L.P. Fricker as a full-time consultant to the Inquiry from 11 September 1978 to 24 September 1979.

TERMS OF REFERENCE

1. The Committee is asked to report on present methods and procedures in teacher education and to make recommendations on any changes which might assist in achieving improved teaching and learning in Australian schools and pre-schools, both government and non-government.

2. The Committee should have regard to the report, when released, of the Williams Committee of Inquiry into Education and Training, particularly as it may relate to teacher education and the roles of teachers. In addition, the Committee should take into account reviews, research reports and statements issued from time to time by education bodies.

3. The Committee should take note of the differences which exist in educational policies, organisation and practices in the States and Territories.

4. The Committee should state its assumptions about the objectives of education in Australia for the next twenty-five years and the education, experience and competencies required of teachers at various career stages to fulfil the roles perceived for them.

5. The Committee is to have particular regard to the following issues:

Selection

The criteria of selection, such as academic achievements and personal qualities, for entry to pre-service teacher education programs, both for school leavers and persons of mature age.

The provision of opportunities for both sexes.

The implications of bonded and other award schemes.

Pre-service Programs

The aims, content and structure of pre-service teacher education programs and the balance between the various components of such programs, including:

- the advantages and disadvantages of various types of pre-service teacher education programs;
- the personal education of potential teachers;
- the range and balance of skills required by teachers in various categories;
- the extent and effectiveness of various forms of teaching practice;
- the continuous evaluation of the suitability of students as teachers;
- the development in teachers of high standards of professional conduct;
- community expectations of teachers;
- the needs of the schools - State, Territorial and non-government - in which teachers are employed;
- the needs of children from a range of social and cultural backgrounds, including those from ethnic and Aboriginal communities; and
- training in early detection, diagnosis and remediation of learning difficulties and handicaps.

In-service Education and Development of Teachers

The nature and provision of in-service education and training including:

- the induction of new teachers;
- professional development, particularly for specialised and management roles; and
- the provision of opportunities for teachers to gain insight and experience in the nature and functioning of contemporary society.

Teacher Education and Institutions

The roles, relationships and responsibilities of various educational institutions in pre-service and in-service teacher education and re-entry programs including:

- roles of single and multi-purpose institutions;
- responsibilities of schools, education authorities and training institutions for the induction of new teachers; and
- selection, in-service education and professional development of staff engaged in teacher education.

Other Issues

- the relationships between institutions engaged in teacher education, professional bodies, employing authorities and the wider community; and
- the formulation and management of manpower requirements by employing authorities and institutions engaged in teacher education.

COLLECTED RECOMMENDATIONS AND POSITIONS

For the convenience of the readers of this Report, the recommendations and positions which are set out in each of the chapters have been collected in this section. It must be stressed that they have been collected in the order of their presentation, chapter by chapter, and that to read them in that sequence will not fully convey the main thrust of the Report which is a stress on teacher education as a continuous process of personal and professional development.

Recommendations

Chapter 2 - Society, Schools and Teaching

R2.1 THE COMMONWEALTH GOVERNMENT SHOULD, THROUGH ITS DEPARTMENT OF EDUCATION, ISSUE A STATEMENT ON INTERNATIONAL AGREEMENTS WHICH BEAR ON THE RESPONSIBILITY, RIGHTS AND STATUS OF PRE-SCHOOL, PRIMARY AND SECONDARY SCHOOL TEACHERS AND CLARIFY THE EXTENT TO WHICH SUCH AGREEMENTS IMPOSE OBLIGATIONS ON AUSTRALIA. (Paragraph 2.78)

R2.2 ALL EDUCATION SYSTEMS SHOULD ENCOURAGE A PROCESS OF EXPLORATION AND DEVELOPMENT OF AIMS AND OBJECTIVES FOR SCHOOLING BY SCHOOLS IN CO-OPERATION WITH THEIR COMMUNITIES. THE PROCESS SHOULD CULMINATE IN THE DEVELOPMENT BY THE AUSTRALIAN EDUCATION COUNCIL OF A NATIONAL STATEMENT ON AIMS FOR SCHOOLING. (Paragraph 2.87)

R2.3 ALL EDUCATION SYSTEMS AND SCHOOLS SHOULD IDENTIFY AND PROMOTE THE CHANGES IN STRUCTURES, PROCEDURES AND PROGRAMS NECESSARY TO DEVELOP CLOSE AND COLLABORATIVE RELATIONSHIPS BETWEEN SCHOOLS AND THEIR COMMUNITIES. (Paragraph 2.89)

Chapter 4 - Teacher Development: In-service

R4.1 THE COMMONWEALTH GOVERNMENT SHOULD TAKE STEPS TO ENSURE THAT ALL PRE-SCHOOL TEACHERS ARE ELIGIBLE FOR IN-SERVICE SUPPORT THROUGH THE RELEVANT STATE GRANT PROGRAMS. (Paragraph 4.62)

R4.2 AUTHORITIES INVOLVED IN THE PROVISION OF IN-SERVICE PROGRAMS AND ACTIVITIES SHOULD ENSURE THAT EVERY TEACHER HAS THE OPPORTUNITY TO PARTICIPATE IN AT LEAST FIVE DAYS OF IN-SERVICE EDUCATION OUTSIDE OF SCHOOL HOURS IN EACH YEAR. (Paragraph 4.68)

R4.3 EVERY TEACHER SHOULD BE ELIGIBLE FOR FULL-TIME PAID RELEASE FOR ONE SCHOOL TERM, OR ITS EQUIVALENT, AFTER EVERY SEVEN YEARS OF SERVICE IN ORDER TO FOLLOW AN APPROVED PROGRAM OF PROFESSIONAL DEVELOPMENT. (Paragraph 4.69)

R4.4 TERTIARY INSTITUTIONS ENGAGED IN TEACHER EDUCATION SHOULD BE FUNDED TO PROVIDE NON-AWARD COURSES FOR THE TEACHING PROFESSION. FOR THIS PURPOSE, THEIR RECURRENT GRANT ALLOCATED FOR TEACHER EDUCATION SHOULD BE AUGMENTED BY A SUM EQUIVALENT TO FIVE PER CENT OF THEIR BUDGET FOR AWARD COURSES. (Paragraph 4.72)

R4.5 SPECIALIST POST-EXPERIENCE COURSES FOR TRAINING SELECTED NON-ABORIGINAL TEACHERS TO TEACH ABORIGINAL CHILDREN SHOULD BE CONDUCTED AT A NUMBER OF INSTITUTIONS WITH APPROPRIATE STAFF EXPERTISE. (Paragraph 4.89)

R4.6 RELEVANT AUTHORITIES SHOULD PROVIDE FOR THE ESTABLISHMENT OF CENTRES OF SPECIALISATION WHICH ARE ORIENTED TO SPECIAL AREAS OF IN-SERVICE NEED. (Paragraph 4.92)

Chapter 5 - Teacher Development: Induction

R5.1 BEGINNING TEACHERS SHOULD NOT BE PLACED IN SCHOOLS OR ASSIGNED TO TEACH CLASSES FOR WHICH THEY ARE NOT PREPARED, FOR EXAMPLE, SCHOOLS AND CLASSES WITH A MAJORITY OF PUPILS FROM CULTURAL AND LANGUAGE BACKGROUNDS SUBSTANTIALLY DIFFERENT FROM THEIR OWN, OR SUBJECTS IN WHICH THEY HAVE NOT BEEN TRAINED. FURTHER, EMPLOYERS AND PRINCIPALS SHOULD AVOID APPOINTING BEGINNING TEACHERS TO 'DIFFICULT' SCHOOLS OR CLASSES. (Paragraph 5.26)

R5.2 DURING THEIR FIRST YEAR OF SERVICE BEGINNING TEACHERS SHOULD BE ELIGIBLE FOR A REDUCED TEACHING LOAD AND PROFESSIONAL RESPONSIBILITY, WHILE RECEIVING FULL SALARY. (Paragraph 5.26)

R5.3 SYSTEMS, SCHOOLS AND TEACHER EDUCATION INSTITUTIONS SHOULD PROVIDE BEGINNING TEACHERS WITH ORIENTATION MATERIALS AND WITH DETAILED CURRICULUM GUIDELINES TO EASE THEIR TRANSITION INTO A FULL PROFESSIONAL ROLE. (Paragraph 5.26)

Chapter 6 - Teacher Development: Pre-service

R6.1 A CORE OF STUDIES AND LEARNING EXPERIENCES SHOULD BE REQUIRED OF ALL STUDENTS IN PRE-SERVICE TEACHER EDUCATION. THE CORE SHOULD CONSIST OF:

- SUBJECT DISCIPLINES AND OTHER DIMENSIONS OF KNOWLEDGE, UNDERSTANDING AND EXPERIENCE;
- THE ORGANISATION OF LEARNING: CURRICULUM DESIGN AND TEACHING METHODOLOGY;
- HUMAN GROWTH AND DEVELOPMENT;
- THEORY OF EDUCATION: INTERDISCIPLINARY, INTEGRATED AND RELATED TO THE PRACTICE OF TEACHING AND LEARNING;
- STUDIES IN CONTEMPORARY CULTURE: AUSTRALIAN SOCIETY IN ITS NATIONAL AND INTERNATIONAL SETTINGS, SOCIAL TRENDS, ECONOMICS, POLITICS, IDEOLOGIES AND VALUES;
- METHODS OF INQUIRY AND RESEARCH; AND
- PRACTICAL EXPERIENCE: IN CLASSROOMS AND OTHER COMMUNITY AND WORK ENVIRONMENTS. (Paragraph 6.32)

R6.2 ALL PRE-SERVICE COURSES FOR TEACHERS SHOULD GIVE SYSTEMATIC TREATMENT TO METHODS OF ADAPTING EDUCATIONAL PROVISIONS TO A WIDE RANGE OF INDIVIDUAL DIFFERENCES AMONG PUPILS. SUCH COURSES SHOULD PROVIDE INFORMATION ON THE SUPPORT AND OTHER SPECIALIST SERVICES, AVAILABLE WITHIN EDUCATION SYSTEMS AND FROM OTHER PROFESSIONS, WHICH MAY NEED TO BE UTILISED TO SUPPORT ACTION TAKEN IN SCHOOL FOR CHILDREN WITH MORE THAN ORDINARY LEARNING DIFFICULTIES. (Paragraph 6.47)

R6.3 PRE-SERVICE TEACHER EDUCATION COURSES SHOULD BE STRUCTURED AND TAUGHT SO THAT STUDENTS DEVELOP THE APPROPRIATE SKILLS AND ATTITUDES TO BE EFFECTIVE TEACHERS IN A MULTICULTURAL SOCIETY. (Paragraph 6.54)

R6.4 EACH PERIOD OF PRACTICAL EXPERIENCE SHOULD BE PLANNED AS PART OF AN ORDERED AND SEQUENTIAL TEACHING PRACTICE PROGRAM CULMINATING IN THE STUDENT EXPERIENCING THE FULL RANGE OF DUTIES AND TASKS ALLOTTED TO BEGINNING TEACHERS. (Paragraph 6.67)

R6.5 SUPERVISING TEACHERS SHOULD BE CAREFULLY SELECTED CO-OPERATIVELY BY THE TEACHER EDUCATION INSTITUTION AND THE PRINCIPAL OF THE SCHOOL CONCERNED AND SHOULD RECEIVE APPROPRIATE TRAINING FROM THE INSTITUTION AND SCHOOL. (Paragraph 6.75)

R6.6 TEACHERS WHO ARE ENGAGED IN THE SUPERVISION OF PRACTICE TEACHING SHOULD HAVE AN APPROPRIATE TIME ALLOWANCE BUILT INTO THEIR TEACHING PROGRAM TO ENABLE THEM TO PERFORM ADEQUATELY THE ADDITIONAL DUTIES INVOLVED. THIS TIME ALLOWANCE SHOULD REPLACE ADDITIONAL REMUNERATION AND SCHOOL STAFFING SHOULD BE ADJUSTED ACCORDINGLY. (Paragraph 6.78)

R6.7 WHEREVER POSTGRADUATE DIPLOMA OF EDUCATION COURSES ARE PROVIDED THEY SHOULD BE EXTENDED IN LENGTH (WITHIN THE ONE CALENDAR YEAR) TO A MINIMUM OF FORTY WEEKS. (Paragraph 6.96)

R6.8 FOUR YEARS' INITIAL PREPARATION FOR ALL TEACHERS SHOULD BE SET FIRMLY AND CLEARLY AS A TARGET TO BE ACHIEVED DURING THE 1980S BY ARRANGEMENT BETWEEN STATES AND TERTIARY INSTITUTIONS AND THE COMMONWEALTH. (Majority Recommendation, Paragraph 6.111)

Chapter 7 - Teacher Educators and Institutions

R7.1 IN REVIEWING THE FUTURE DEVELOPMENT OF TEACHER CENTRES AND EDUCATION CENTRES, THE RELEVANT AUTHORITIES SHOULD PAY PARTICULAR REGARD TO THE ASPECTS OF ROLE DEFINITION, STAFFING AND EQUIPMENT, ADEQUACY OF DISTRIBUTION, AND PROVISION FOR PARTICIPATION BY TEACHERS IN THE MANAGEMENT OF CENTRES. (Paragraph 7.32)

R7.2 A NATIONAL ADVISORY BODY ON TEACHER EDUCATION SHOULD BE ESTABLISHED BY THE AUSTRALIAN EDUCATION COUNCIL. THIS BODY COULD BE SUPPORTED BY STATE LEVEL STRUCTURES TO INITIATE, MONITOR AND REVIEW DEVELOPMENTS IN TEACHER EDUCATION. (Paragraph 7.41)

R7.3 ALTHOUGH THE PRINCIPLE OF ACCREDITATION HAS SERVED COLLEGES OF ADVANCED EDUCATION WELL, THE PROCEDURE IS NOW BECOMING SO TIME-CONSUMING THAT METHODS SHOULD BE SOUGHT TO REDUCE THE TIME SPENT WHILE RETAINING THE ADVANTAGES OF THE PROCESS. THE ACCREDITATION OF INSTITUTIONS RATHER THAN COURSES COULD CONTRIBUTE TO THESE OBJECTIVES AND COULD HAVE THE ADDITIONAL ADVANTAGE OF PROVIDING GREATER AUTONOMY FOR INSTITUTIONS. (Paragraph 7.49)

R7.4 STATE AND TERRITORIAL ACCREDITATION AUTHORITIES SHOULD PURSUE THE GUIDELINES OF THE AUSTRALIAN COUNCIL ON AWARDS IN ADVANCED EDUCATION IN SUCH A WAY AS TO ACHIEVE MORE CONSISTENCY IN THE QUALITY OF OUTCOMES OF THE DECISIONS AND RECOMMENDATIONS MADE BY DIFFERENT ACCREDITATION COMMITTEES THROUGHOUT THE NATION. (Paragraph 7.52)

R7.5 CONTINUING ATTENTION SHOULD BE GIVEN TO DEVELOPING THE TEACHING ABILITIES OF UNIVERSITY STAFF AND COLLEGE STAFF. UNITS OR CENTRES CONCERNED WITH THE IMPROVEMENT OF TERTIARY TEACHING SHOULD BE ESTABLISHED IN COLLEGES OF ADVANCED EDUCATION AS WELL AS IN UNIVERSITIES. (Paragraph 7.83)

R7.6 THE TERTIARY EDUCATION COMMISSION SHOULD ENSURE THAT ADEQUATE HIGHER DEGREE PROVISIONS ARE MADE AVAILABLE IN NEEDED AREAS, AND IN PARTICULAR SHOULD PROVIDE IMMEDIATELY FOR ONE CHAIR OF EARLY CHILDHOOD EDUCATION TO BE ESTABLISHED IN A UNIVERSITY. (Paragraph 7.91)

R7.7 CENTRES OF EXCELLENCE SHOULD BE ESTABLISHED IN INDIVIDUAL TEACHER EDUCATION INSTITUTIONS THAT HAVE DEVELOPED A HIGH REPUTATION AND INVOLVEMENT IN SPECIAL AREAS. (Paragraph 7.96)

R7.8 SPECIALIST ONE YEAR FULL-TIME STAFF DEVELOPMENT PROGRAMS FOR TEACHER EDUCATORS SHOULD BE IMPLEMENTED TO PREPARE THEM FOR WORK WITH ABORIGINAL TEACHER EDUCATION STUDENTS AND IN THE AREAS OF MULTICULTURAL AND SPECIAL EDUCATION. (Paragraph 7.105)

Chapter 8 - Selection, Recruitment and Manpower Planning

R8.1 ENTRANTS, OTHER THAN MATURE AGE AND SPECIAL-ENTRY CANDIDATES, SHOULD MEET SPECIFIED MINIMUM ACADEMIC STANDARDS WHICH SHOULD NOT BE ADJUSTED DOWNWARDS TO MAINTAIN INTAKE NUMBERS. THESE STANDARDS SHOULD INDICATE THAT THE ENTRANT IS IN THE TOP QUARTILE ACADEMICALLY FOR HIS AGE GROUP. WHERE THERE IS AN EXCESS OF APPLICANTS MEETING THESE CRITERIA, FURTHER SELECTION COULD TAKE INTO ACCOUNT SCHOOL REPORTS, REFERENCES PROVIDED BY THE APPLICANT, AND INTERVIEWS OR OTHER TESTING ARRANGED BY THE INSTITUTION. (Paragraph 8.27)

R8.2 CONCERTED EFFORTS SHOULD BE MADE BY EDUCATION SYSTEMS IN CO-OPERATION WITH TEACHER EDUCATION INSTITUTIONS TO IDENTIFY SUITABLE ABORIGINAL AND ETHNIC TEACHER AIDES AND INSTRUCTORS IN ETHNIC COMMUNITY SCHOOLS WHO SHOULD BE ASSISTED TO QUALIFY FULLY AS TEACHERS. (Paragraph 8.71)

R8.3 THE NATIONAL ABORIGINAL EDUCATION COMMITTEE SHOULD EVALUATE THE THREE EXISTING ENCLAVE PROGRAMS WITH A VIEW TO THE IMPROVEMENT OF THE PROGRAMS, IF NECESSARY, AND WITH A VIEW TO DISCUSSING THE FEASIBILITY OF ESTABLISHING FURTHER SUCH PROGRAMS IN THE OTHER STATES. (Paragraph 8.75)

R8.4 AN INVESTIGATION SHOULD BE MADE BY THE COMMONWEALTH GOVERNMENT OF THE NEED FOR AND VIABILITY OF FURTHER AVENUES WHEREBY IMMIGRANTS AND REFUGEES WITH OVERSEAS TEACHING QUALIFICATIONS CAN ATTAIN THE ENGLISH LANGUAGE SKILLS AND CONVERSION TRAINING NECESSARY TO FIT THEM FOR PERMANENT APPOINTMENT AS TEACHERS IN AUSTRALIAN SCHOOL SYSTEMS. (Paragraph 8.78)

R8.5 CURRENT LEVELS OF STUDENT ALLOWANCE UNDER THE TERTIARY EDUCATION ASSISTANCE SCHEME ARE INADEQUATE AND SHOULD BE INCREASED AS A MATTER OF URGENCY AND THEREAFTER BE REVIEWED ON AN ANNUAL BASIS. (Paragraph 8.86)

R8.6 THE COMMONWEALTH GOVERNMENT SHOULD ESTABLISH A SPECIAL ABORIGINAL STUDENT ASSISTANCE SCHEME AS PART OF THE ABORIGINAL STUDY GRANTS SCHEME TO PROVIDE MATURE AGE TEACHER EDUCATION STUDENTS WITH A BASIC LEVEL OF ASSISTANCE EQUAL AT LEAST TO THE MINIMUM WAGE. (Paragraph 8.87)

R8.7 THE COMMONWEALTH GOVERNMENT SHOULD ESTABLISH A SPECIAL STUDENT ASSISTANCE SCHEME TO PROVIDE MATURE AGE TEACHER EDUCATION STUDENTS FROM NON-ENGLISH SPEAKING BACKGROUNDS WITH A BASIC LEVEL OF ASSISTANCE EQUAL AT LEAST TO THE MINIMUM WAGE. (Paragraph 8.88)

R8.8 NOTWITHSTANDING THE DIFFICULTIES INVOLVED, MANPOWER PLANNING WILL CONTINUE TO BE APPLIED TO TEACHER EDUCATION; IN THIS CIRCUMSTANCE, THE COMMITTEE PROPOSES THAT FUNDING AUTHORITIES SHOULD AIM TO ACHIEVE A MODERATE OVERSUPPLY OF THE ORDER OF TEN PER CENT, IN THE OUTPUT FROM PRE-SERVICE COURSES. (Paragraph 8.111)

R8.9 SPECIALIST TEACHERS FOR ENGLISH AS A SECOND LANGUAGE, COMMUNITY LANGUAGES AND BILINGUAL EDUCATION PROGRAMS SHOULD BE TRAINED IN SUFFICIENT NUMBERS TO MEET THE NEEDS OF PUPILS IN SCHOOLS. APPROPRIATE TEACHER EDUCATION PROGRAMS, WHERE THEY DO NOT EXIST, OUGHT TO BE FULLY OPERATIVE BY THE END OF THE 1980S. (Paragraph 8.112)

Chapter 9 - Research in Teacher Education

R9.1 THE ANNUAL BUDGET OF THE EDUCATION RESEARCH AND DEVELOPMENT COMMITTEE SHOULD BE INCREASED BY $200 000 TO ENABLE IT TO MOUNT A CO-ORDINATED PROGRAM OF RESEARCH AND DEVELOPMENT IN TEACHER EDUCATION. (Paragraph 9.30)

Chapter 4 - Teacher Development : In-service

Paragraph Number	
4.30	... sufficient resources and flexible provisions must be made available to ensure that all relevant categories of school staff and community members become involved in appropriate in-service activities.
4.34	... staff development programs should be planned to cater for the variety of in-service needs of members of the school staff.
4.40	... priorities for the content of in-service education should reflect both the existing and emerging needs of schools and a sequential approach to teacher development.
4.41	The Committee favours the continuation of the National Advisory Group established by the Schools Commission. Joint planning committees involving all the groups with a contribution to make to the in-service phase should be established in all States. Each State committee should be charged with the responsibility of developing co-ordinated programs of in-service education, and monitoring their effects and effectiveness.
4.42	... the responsibility for continuing professional development rests ultimately with the teacher himself. A complementary responsibility to assist the teacher in this respect rests with employers. Teachers should generally be free to choose the form of in-service education best suited to their particular professional development purpose.
4.43	... if the employer's own activities - such as planned changes in school organisation, curriculum or assessment methods - have created a need for teachers to be retrained, the employer must provide appropriate retraining opportunities.
4.44	... participation in specific in-service programs should be compulsory where these programs involve retraining required as a result of changes initiated by the employer. The responsibility for arranging the provision of such programs rests with the employer.
4.46	... teachers have a professional obligation to participate in in-service education, an obligation which can be supported by various incentives.

Paragraph Number

4.53 ... tertiary institutions should approve and offer credit for completion of short or medium-term professional courses which include an acceptable assessment, and enable teachers to gain cumulative credit - including cross credit - towards an appropriate academic qualification.

4.61 ... teachers from isolated and small schools should benefit from an extension of release time, travel and accommodation provisions to engage in in-service activities, as well as from programs offered through external study and by mobile units.

4.64 ... present arrangements for the academic year in tertiary institutions should be modified if necessary to facilitate the provision of vacation programs of varying length for the in-service education of teachers.

4.67 ... although there will be times when teachers will engage in in-service activities when schools are in session these should be substantially supplemented by attendance at in-service courses out of school hours during term or vacation.

4.71 ... the present arrangement by which colleges of advanced education are entitled to spend no more than 0.5% of their recurrent grant on non-award courses is restrictive. Tertiary institutions engaged in teacher education should be positively encouraged to provide non-award courses relevant to the expressed needs of the profession.

4.93 ... there should be an expansion of travel, accommodation and release time provisions for specialist teachers to engage in in-service activities.

Chapter 5 - Teacher Development: Induction

5.5 ... induction into the first appointment is a critical stage in a teachers's life and should not be seen as a separate process or program but as a phase of teacher development.

5.7 ... schools, experienced teachers, employers, tertiary institutions, teachers centres and education centres, and the beginning teachers themselves are jointly responsible to ensure that successful induction takes place.

Paragraph Number

5.15 ... candidates who are selected for appointment as beginning teachers should, wherever possible, be advised of their appointment before the end of the year in which they graduate. There should be close co-operative action between employing authorities and the teacher education institutions to ensure that this can occur. In any case, the school year should commence with a period of planning and induction activities involving all staff before classes commence.

5.16 ... beginning teachers should not be transferred between schools during their first year of teaching unless it is clearly in the pupils' or their own interest.

5.22 ... induction should not be confused with probation and, wherever possible, decisions on permanency of tenure should not be made by those directly responsible for induction.

Chapter 6 - Teacher Development: Pre-service

6.25 ... assumptions about the nature of educational study and the roles and responsibility of the beginning teacher should be carefully scrutinised and assessed by all institutions involved in initial teacher education.

6.30 ... there is a central core of studies and experience which should, as far as practicable, be pursued together by all teacher education students.

6.34 ... all courses of initial preparation, irrespective of length, should be regarded as the first stage only of a teacher's development.

6.37 ... all teacher education institutions should critically re-examine the structures, sequence, and selection of content in their main subject, general education and curriculum areas.

6.42 ... all graduates of pre-service programs must have achieved a minimum acceptable standard in the teaching of language skills appropriate to their teaching level and graduates of primary teacher education programs should have reached comparable standards in the teaching of mathematics. The standards should be specified by the teacher education institution following consultation with employing authorities.

6.67 ... students in concurrent courses should have opportunities for school experience in each year of their course.

Paragraph Number

6.68 ... the possibility be investigated by teacher education institutions and associated schools of offering to undergraduates intending to proceed to a postgraduate diploma of education a planned opportunity to gain some familiarity with schools and children

6.69 ... concurrent courses should include both regular attachments to schools and block practices and should enable students to experience different school settings and other work environments.

6.74 ... all teacher education institutions should involve their associated schools in the formulation of goals and objectives for practice teaching and in the evaluation of student progress towards these goals and objectives. Further, for each school in which a substantial number of their students are practising, institutions should ensure there is liaison with the school and supervision of student practice teaching. These tasks could be undertaken either by the institution's own staff or by seconded teachers.

6.84 The Committee endorses the provision of separate pre-service units for school-based health educators distinct from courses for both physical education teachers and for community health educators. Other teachers who display a particular interest or ability in the health education area should be able to acquire suitable training through in-service courses.

6.98 ... the Committee sees concurrency as the preferable mode of preparation for the majority of students wishing to become teachers.

6.110 ... the Committee supports the principle of an all-graduate four-year trained profession.

Chapter 7 - Teacher Educators and Institutions

7.16 ... pre-service teacher education should be maintained in a diversity of settings - that is, universities, multi-purpose colleges of advanced education and single purpose colleges of advanced education - and be carried on in conjunction with schools.

Paragraph Number

7.17 ... the offering and co-ordination of post-experience award courses should be based on demonstrated need and on the requirement that the distribution of responsibility for courses is determined by established staff competency and resources in the professional area concerned. Regionalisation of study opportunities should be a major but secondary consideration in the location and introduction of formal award courses at the post-initial stage.

7.20 ... applied research is a necessary function of colleges of advanced education and therefore those involved in teacher education in colleges should encourage individual members of staff to follow their own professional interests in research into the practice of teaching and teacher education.

7.24 ... the opportunity should be taken in any further rationalisation of teacher education facilities to develop new institutional models, particularly arrangements that integrate the education of teachers for all levels of schooling while maintaining appropriate specialisation.

7.30 The Committee endorses teachers centres and education centres co-operating with schools, employers, communities, teacher education institutions and other organisations in research activities and in the provision of induction and in-service programs.

7.34 ... there should be more collaboration between institutions and sectors in the provision of teacher education programs and increased mutual recognition of awards and units.

7.36 ... close and co-operative relationships should be established between teacher education institutions and schools. Such relationships may be developed through formal and informal arrangements. Staff exchange and collaboration in curriculum development and in research could be developed and there could be cross membership of committees. Such close links between staff may involve the sharing of physical facilities, and the recognition of status and identification of responsibility through the granting of such titles as 'consultant' or 'associate'.

7.38 ... teacher education institutions concerned with the preparation of Aboriginal teachers and teachers of Aborigines should in their program development make as extensive use as possible of the State Aboriginal education consultative groups and the National Aboriginal Education Committee. Such groups should also be involved in the development of Aboriginal studies as a component of general teacher education programs.

Paragraph Number	
7.39	... teacher education institutions concerned with the preparation of teachers specialising in migrant and multicultural education should make as extensive use as possible of appropriate organisations. These include the Australian Institute of Multicultural Affairs, the Australian Ethnic Affairs Council and voluntary organisations. Such organisations should also be involved in the development of the multicultural dimension of teacher education programs in all institutions.
7.50	... institutions should ensure that adequate resources are available for course planning.
7.59	... development of the practice of external consultancy and moderation could effectively complement the existing processes of accreditation and registration. The Committee accepts that such consultancy or moderation could involve individuals or teams.
7.60	... more use should be made of course development advisory panels which include in their membership the institution's external moderators, academics from other institutions, employers, teachers, students and other members of the community.
7.65	... previous teaching experience should not be an absolute prerequisite in the appointment of staff in teacher education, although it is reasonable to expect that a proportion of staff will have such backgrounds, and that staff in the areas of curriculum studies and those responsible for teaching practice have successful teaching experience and up-to-date knowledge of the work of schools and teachers.
7.66	... in some areas, particularly in the creative and performing arts, where recognition may be given for performance as well as for academic standing, the appointment of staff with neither training as teachers nor experience in schools could contribute to the liberal education of future teachers. Staff so appointed, however, should be given the opportunity to acquire skills appropriate to tertiary teaching.
7.67	... selection procedures for all categories of staff involved in teacher education should be designed to ensure that each program is characterised by academic excellence, relevant professional studies and well-supervised practical experiences.

Paragraph Number

7.81 ... more attention should be given to ensuring that beginning teacher educators in tertiary institutions are aware of the aims and objectives of the particular institution, faculty, department and program with which they are to become involved.

7.85 ... tertiary teaching development programs should give special attention to preparing teacher educators for a larger role in in-service education.

7.100 ... study leave to obtain higher qualifications should be available to teacher education staff.

7.101 ... an additional loading in staff development is required for staff in regional areas, for example, with regard to travel funds, time off and replacement staff.

7.102 ... new initiatives and structures for staff development are needed in emerging priority areas of teacher education, for example, education for a multicultural society, school-community relationships, transition from school to work, and exceptional children.

Chapter 8 - Selection, Recruitment and Manpower Planning

8.25 ... students who clearly demonstrate their personal unsuitability to be teachers should be counselled to discontinue their teacher education course.

8.33 ... it is a responsibility of teacher education institutions to ensure that graduates of teacher education programs at all levels have reached adequate standards in the areas of language and mathematics.

8.34 ... mature age candidates should be admitted to courses of teacher education on selection criteria to be determined by the institutions.

8.35 ... institutions which include non-academic criteria in the selection process should be encouraged to publish their procedures and standards, and also the initial validation studies from which the criteria and standards were derived. Institutions not using such criteria should be encouraged to arrange for research into the relationship between non-academic qualities and performance both on courses and in subsequent teaching.

Paragraph Number	
8.41	... pilot programs of decentralised selection of beginning teachers should be developed or furthered at least down to regional level in government systems. (Majority Position)
8.68	... the mix of students with respect to the attributes of age, sex and ethnic background should be attained through individual recruitment. However, efforts should be made to encourage the entry of people from a wider range of ethnic and social backgrounds, if necessary allowing for special provision in admission (though not in output) standards and providing support while on course.
8.69	... the recruitment of mature age candidates is supported.
8.70	... encouragement should be given to men to consider teaching in pre-schools and in junior primary years as a suitable career. Women, as well as men, should be encouraged to diversify their career choices by considering fields of professional training other than those to which they traditionally have been attracted.
8.115	... greater efforts should be made to provide adequate information and counselling to potential recruits to teacher education.

CHAPTER 1

INTRODUCTION

The Origins of Teacher Education in Australia

1.1 Education after the European fashion came to Australia with the First Fleet. As in the United Kingdom, it came not as a government responsibility, but under the auspices of the Church and with the support, financial and otherwise, of various religious societies. The early attempts at the preparation of teachers were also religiously or privately supported until well into the middle of the nineteenth century.

1.2 The original teacher training institutions in Australia were as much concerned with bringing teacher trainees up to an acceptable minimum standard of general education as with ensuring effective teaching in the classroom. For the development of teaching skills, reliance was placed on monitorial or apprenticeship systems. Even when government sponsored teacher training programs were established in colleges from 1850 onwards, the courses remaining in model or normal schools could be as brief as from one to four or five months' duration.

1.3 Under the apprenticeship system, which accompanied the development of normal and model schools, 'pupil-teachers' were chosen, who, after a day's work in the classroom, pursued additional studies after school under the supervision of the headmaster. The pupil-teachers could be as young as thirteen years. Both apprentice and master could be rewarded financially if examinations were passed. In some colonies, the pupil-teachers completed their preparation with a brief period at a central training institution.

1.4 By the end of the nineteenth century, the universities had accepted some responsibility in the teacher education field and students at training colleges frequently also attended university classes. However, it was 1910 before the first university professor of education was appointed and all early professors held joint appointments as principals of the local teacher training institutions. By 1914 there was a teachers college in each State capital but a high proportion of the teachers in the government sector at that date had entered the profession as pupil-teachers and this method of intake continued for many years thereafter in some States.

1.5 By the 1920s, in all States a minimum formal preparation of one year had been established for intending teachers. Two-year training was introduced in some States in the 1950s, and during the 1960s the Commonwealth and States began to share the funding of teacher education. An account of developments in the last thirty years especially, is given in the paper prepared for this Inquiry by Dr B.K. Hyams, entitled 'Teacher Education in Australia: Historical Development', and included as Appendix D to this Report. Fundamental changes took place in the late 1960s and early 1970s when the former State teachers colleges became more autonomous as colleges of advanced education and were funded under Commonwealth rather than State legislation. It was with colleges, the overwhelming majority of government origin but some few religious or private institutions, together with universities, that this Inquiry was concerned as it developed its attitude towards the education of teachers.

The Inquiry in Contemporary Context

1.6 In announcing the establishment of the Inquiry, the first of its kind on a national scale in Australian history, the Commonwealth Minister for Education drew attention to the changes in expectations, directions and demands being experienced by schools, teachers and pupils as a result of changes in society as a whole and in its institutions. In a context of reduction in school enrolments and recent improvements in teacher-pupil ratios, the Minister suggested that it was an ideal opportunity to examine, free from time constraints or urgent public pressure, questions of quality rather than quantity in relation to teacher education.

1.7 Under its Terms of Reference, which are set out in full on pages xxi to xxiii, the Committee was invited to make recommendations conducive to achieving improved teaching and learning in Australian schools. Thus, an assumption implicit in the remit to the Inquiry is that improvement in teacher education has as its ultimate objective improvement in children's education. The Committee has adopted this as a basic tenet in its work, and has been mindful that its underlying concern is with education at pre-school and school levels. It will be recalled that preceding this Inquiry, the formal preparation of technical and further education (TAFE) teachers in Australia had been reported on by a committee chaired by Mr P. Fleming. Accordingly, our Terms of Reference did not include matters primarily concerned with departments of technical and further education, although naturally in some States and in some areas of investigation there was an overlap.

1.8 Consistent with its Terms of Reference, the Inquiry was concerned less with financial and quantitative factors than with the methods, curriculum and procedures involved in teacher education. Particular regard was paid to the education, experience and competencies required of teachers to fulfil the

roles perceived for them at various stages of their careers. From the outset, the Committee viewed teacher education as a continuous process of professional development linking the stages of recruitment and selection, pre-service education, induction and in-service education. An important aspect of the Committee's work was to consider the coherence of the system of teacher education in terms of this total process of development and to identify opportunities for quality improvement at critical junctures in the process.

1.9 Until the changes of the late 1960s and early 1970s the great majority of student teachers was educated in teachers colleges controlled by State departments of education or in universities where the student teacher was supported by a State scholarship. Fewer than 20% of the teaching force were educated under non-State auspices whether Roman Catholic, other religious or independent institutions. There were, however, many State-educated teachers working in Roman Catholic and independent schools and there was an increasing tendency for courses in government and non-government teacher education institutions to become more alike; the significant differences which remained were related to the special ethos of the individual institutions.

1.10 Historically the teachers colleges were primarily concerned with pre-service training; research and postgraduate training was generally held to be a university responsibility. Nowadays almost all institutions connected with teacher education, whether they are universities or multi-purpose or single purpose colleges of advanced education, regard research and in-service education as a significant part of their responsibilities. The general tenor of this Report is to stress the importance of in-service education throughout the teaching career to be undertaken according to need, not only in colleges and universities but also in teachers centres and education centres, as well as through subject associations, or in co-operation with other professional associations and institutions and with agencies offering alternative work experience.

1.11 In the past fifteen years, considerable changes in outlook occurred in those teacher education institutions which ceased to be under departmental control; the changes were greatest in the institutions which either became or were merged into multi-purpose institutions. When the decline in demand for teachers set in during the latter part of the 1970s, the morale and sense of purpose in institutions solely devoted to the education of teachers were significantly affected. Indeed, one of the problems faced by this Inquiry in its field work in the various States and Territories was the tension created by declining enrolments, concern about the possibility of staff reductions and fears of institutional amalgamation or closure. These anxieties could be more pronounced in institutions recently created, housed in good quality buildings and opened with high hopes and ambitions not only for the staff and students concerned but also for the locality, proud of the new

acquisition and the extended opportunities for tertiary education. The fluctuations in teacher demand are clearly reflected in the following figures: in 1962 there were approximately 20 000 full-time students in Australian universities and colleges preparing to be teachers; in 1976, pre-service enrolments peaked at over 53 000 equivalent full-time students; for the mid 1980s, the latter figure is projected to drop to about 35 000.[1]

1.12 The way a society selects and educates its teachers has a profound effect on the schooling of the young and ultimately on society itself. Conversely, the kind of education provided for teachers is an expression of social patterns, history and attitudes. The practices and patterns of teacher education are based on assumptions - implicit or explicit - about the aims and objectives of schooling, and these in turn are based on assumptions about the aims and objectives of the society. But they are also moulded by tradition and influenced by social practice (as distinct from social aims), by changing social and economic circumstances, by institutional inertia which may positively resist change, or alternatively by ad hoc and often ill-conceived reactions to the demands of change. The Inquiry came at a time when the aims, patterns and practices of Australian education were being questioned and challenged, and when the need for some kind of national reassessment of schooling and its relationship with teacher education, with later education, with work and with the society generally had become self-evident.

1.13 An inquiry into teacher education cannot ignore the social and educational circumstances within which teacher education and teachers themselves operate. To recommend changes in teacher education to improve the quality of teaching and learning in Australian schools involves, as the Terms of Reference of the Inquiry recognise, an attempt to foresee future circumstances in a rapidly changing society, and to identify desirable aims, directions and practices in those circumstances. The full effects of this Inquiry will not be immediate. They are to be looked for beyond the next decade and into the twenty-first century.

1.14 Application of the concept of 'quality' to aspects of living is one characteristic of a changing society uncertain of its directions. The search for 'quality' in social processes arises in the first instance from a dissatisfaction with or rejection of prevailing conditions and achievements. It expresses an awareness that things ought to be better than they are. In many cases the positive and specific conceptions of improved goals and processes are lacking or come later.

1.15 Applied to education, the ideal of quality commands universal support. Disagreement arises when it becomes necessary to define what characterises quality, to decide on appropriate ways and means of achieving it and to formulate standards by

which it can be measured or assessed. Quality in education depends basically on finding appropriate ways and means of achieving desired outcomes. Decisions, both on what are desired outcomes and on ways and means of achieving them, depend on identification of purposes. This assumes some basis of consensus not only about educational purposes but also about related social purposes. In the final analysis, recommendations on ways to achieve quality in teacher education have to be based on value judgements about social aims and purposes and about the role and objectives of schooling in the society. In recognition of this, the Committee sees a need to state clearly the principles on which it based its own assessment of needs in teacher education. It accepts and affirms the following statements as an interrelated set of principles underlying its analysis and recommendations:

- Australia is a democratic society in which all individuals are of equal worth. Each individual has the right and the responsibility, and should be given the opportunity to develop his abilities fully both as an individual and as a member of society within such constraints as are required by respect for the rights of others. Communities in a democratic society have rights and responsibilities within constraints required by the rights of individuals. Reciprocally, it is the responsibility of the individual to contribute in appropriate ways to the development or well-being of the society.

- People living in Australia should seek social cohesiveness. This is attained through the holding of certain values in common.

- Australia is a multicultural society. In such a society personal identity is developed through the individual participating in one or more sub-cultures. Participation in a variety of sub-cultures contributes to the fuller development of personal identity. It is essential that there be free and open communication between individuals within a sub-culture.

- In providing opportunities for the full development of individuals, educational institutions and processes have a major role to play, a role which is complementary to those of other social institutions and processes.

- Through its role in the development of the individual, education is of vital importance in the development of society and in members' understanding of their own and other societies.

- Education's task is to ensure the identification and nurture of talent in its variety of forms for the development of the individual and for the enrichment of society.

- Equality of opportunity is a basic premise of democratic society but equality is not synonymous with conformity or with identity of either inputs or outcomes. To provide equality of opportunity it is necessary for education to be appropriately responsive to all individuals and for there to be variety between and within schools.

- Schools share with other agencies responsibility for the full personal development of the individual student, but they have a special responsibility for the cognitive, critical and reflective aspects of the student's intellectual development including the ability to appraise, discuss and contribute to the conditions, institutions and processes in the local, national and international communities.

- Schooling is only one stage in the lifelong process of learning. Learning occurs in all dimensions of man's existence. Schooling is concerned with providing a foundation for further learning and a basis for a rich and satisfying experience of life.

- Schooling is a process which requires complementary and collaborative participation by pupils, teachers, parents, the local community and society at large.

- The teacher remains central to the educational process. There are qualities and competencies which may be expected of all teachers but, in addition, any school requires of its body of teachers performance of a variety of roles according to the needs of the students, the processes of the school, relationships with parents and their own individual capacities.

1.16 The Committee believes that these principles are consistent with the underlying values of Australian society, even though it recognises that social practices often fall short of social principles. The acceptance of such principles has implications for views about society and schooling which are more fully explored in Chapter 2, and for the central theme of this Report: that teacher education is a continuous process of development.

1.17 At each point in the process of teacher education, questions associated with quality inevitably arise. The answers to the questions must focus on the educational purposes to be achieved, but they have also to recognise the social and other constraints which may make it difficult to change policies and practices so as to achieve the desired outcomes in the short term if not in the longer term. Examples of such constraints are to be found in most aspects of our current social and educational circumstances:

- in historical developments which account for the present numbers and kinds of tertiary education institutions concerned with teacher education;

- in community attitudes to education and to educational qualifications which have affected the status of teachers and of some institutions as compared with others;

- in the processes and procedures affecting teacher education, such as accreditation and the ways in which funding is allocated; and

- in the social and economic circumstances of our time when the funds available appear never adequate to meet competing demands. This especially applies in the area of tertiary education where increased opportunity in teacher education has only been one facet of a general expansion of the area as a whole. In the past ten years the proportion of the gross national product devoted to education has increased from 3.3% in 1968-69 to 5.7% in 1978-79,[2] yet there are still unsatisfied areas of need. Teacher education is but one claimant among many. When increased funding is provided to the education area, an effort to grant students Tertiary Education Assistance Scheme allowances more closely in line with the cost of living would for many have a high priority and might affect the quality of entrants into the teaching profession. Other important examples of interdependence between varying kinds of educational expenditure could be given.

1.18 The Committee recognises the existence of all these constraints and accepts that for many there can only be political solutions. Nevertheless, the Committee is compelled to accept that, in commenting on quality in teacher education, it must necessarily comment on other aspects of the educational process at many levels throughout the nation. Quality in teacher education affects quality in the educational system as a whole from pre-school to the stage of transition into active participation in the life of society.

1.19 In making its recommendations, the Committee has tried to identify what is desirable and then to discuss practical implications in the light of the constraints on change. It sees the attainment of what is recommended as a process to be worked through over the next two decades. Recommendations which are not immediately practicable should remain as a guide to future development and as a basis for further review of policies and procedures.

1.20 The Committee has taken fully into account the increasing proportion of the national resources devoted to educational ends in the last decade. The increased levels of expenditure it feels bound to recommend in the areas of its major concern will not all be required immediately. In accordance with the Terms of Reference the Committee contemplated developments in the 1980s and beyond, and the concluding chapter to this Report presents a summary of the costs involved in the recommendations.

1.21 The fundamental problems which the members of the Inquiry faced throughout their deliberations have been concerned with teacher education as currently conceived; with the extent of the differences, if any, which various types of training and education appear to make to the efficiency of the teacher entering his chosen profession; and with the utter impossibility of imparting in any pre-service course all of the knowledge and skills suggested in submissions and accepted by the Committee as being required of the teacher for the late twentieth century.

1.22 While the members of the Committee recognise that teacher education in some form is essential preparation for entry into the teaching profession, they also recognise that differences in the outcomes of formal schooling are not solely attributable to teaching but also reflect factors in the social environment and the home backgrounds of pupils, factors over which teachers and schools can have little control. It is only recently that any doubts have been expressed about the ability of teachers to make a significant contribution to the education of their pupils and the Committee became increasingly aware, in this democratic society, of the absolute necessity for parents and teachers, and for homes and schools, to work in the closest co-operation if effective teaching in the schools is to take place.

1.23 The Committee's attention was drawn to the most recent research stressing that the general approach taken by schools and teachers has a significant effect on learning outcomes. Pupils of comparable social and intellectual backgrounds do achieve differently in different schools.[3] The Committee notes with approval that Australian scholars are participating in an international research project investigating the links between particular teaching methods and pupils' learning.[4] As is mentioned in the acknowledgements, we were happy to receive assistance and advice from Professor N. Gage of Stanford University, USA, who is a co-director of this particular research study.

1.24 In reaching its conclusions, the Committee has taken into account the available research and general literature in teacher education. The Report itself mainly cites findings from empirical research conducted in Australia. Since many of the themes and issues in the general literature were reflected in submissions, this literature is cited only where it offers a new or particularly compelling slant. The Committee fully appreciates that research, as conventionally defined, cannot provide answers to all of the issues in teacher education. For many issues hard data are difficult to obtain, and the implications of research findings are not always easy to interpret. The question of research in teacher education is taken up in Chapter 9; for the present it suffices to say that many of the positions and conclusions reached by the Committee derive from the collective experience and judgement of its members rather than from clear cut research findings.

1.25 Whilst many of the conclusions reached by the Committee were negative or clouded with uncertainty there were certain conclusions on which the Committee was clear and unanimous. In the first place this Report treats teacher education as a continuous process for which pre-service education is only a preliminary stage which must be followed by in-service activities at recurrent intervals. The Committee would regard the chapter on in-service education as of central importance in its Report. Already we have stressed that teacher education, like schooling, is a partnership, between sectors, between institutions and schools, between the profession and the community, and that theme is reiterated in later chapters. We feel also that teacher education must be an integrated process in which theory is oriented to and, in turn, modified by practice, but based always on an adequate general educational background. Because of our stress on the educational needs of the teacher as a professional person we feel that teacher education should be undertaken in institutions where scholarship and scientific inquiry are held in high regard, where libraries, information services and scientific laboratories are maintained at a high standard and where innovation in the pursuit of knowledge is not merely acceptable but strongly supported.

The Plan of the Report

1.26 The general plan and thrust of the Report can be deduced from the organisation of the chapters. Chapters 2 and 3 deal respectively with society, schools and teaching, and with the concept of teacher development. These chapters present the Committee's assumptions and rationale for its treatment of the substantive issues, in teacher education which are taken up in Chapters 4 to 8 inclusive. Chapter 9 is devoted to research needs and issues, and Chapter 10 presents a brief concluding statement.

1.27 The Committee's positions and recommendations on the various questions and issues it examined are integrated into the text of the Report. The term 'recommendation' is reserved for proposals that are relatively specific in terms of action or responsibility; the term 'position' applies to broad statements of principle. In the text, recommendations are shown in upper case and are indented and separately numbered; positions are integrated into the text and underlined.

1.28 The Committee is conscious of the fact that its Report is first and foremost a report to the Commonwealth Government, and that its views and recommendations will, in due course, require consideration by those State and Territory authorities who co-operated so willingly with the personnel of the Inquiry. The Committee has accordingly couched its recommendations in general and advisory terms and has not entered on detailed discussions of State and local issues, but has rather attempted to elaborate on principles of national significance. It is almost twenty years since the Committee on the Future of

Tertiary Education in Australia chaired by Sir Leslie Martin first raised on a national scale issues regarding quality in teacher education. The report of that Committee ultimately transformed funding arrangements in Australian education but it was not until some years after the appearance of the report that its recommendations in the field of teacher education were implemented jointly by the Commonwealth and the States. The Martin Committee felt that in a period of expanding demand for teachers it would be almost impossible to ensure a uniform rise in quality: it is the purpose of this Committee, in very different demographic circumstances, to build on the foundations laid by the Martin Report.

1.29 The Committee hopes that the results of this Inquiry will assist governments, education authorities and institutions and non-government agencies in assessing the extent to which changes in current approaches to teacher education are necessary to promote quality education during the remainder of this century. The Committee hopes also that the Report will have a role in promoting general community awareness and discussion of issues which are of fundamental importance to all Australians.

End Notes and References

1 1962 figures from Committee on the Future of Tertiary Education in Australia (L.H. Martin, Chairman), Tertiary Education in Australia, Government Printer, Melbourne, 1964, Volume 1 p.105; 1976 figures and 1980s projections from, Tertiary Education Commission, 'Working Paper on the Supply of and Demand for New Teacher Graduates in the 1980s', unpublished, 1979.

2 Source: Commonwealth Department of Education.

3 M. Rutter and others, Fifteen Thousand Hours: Secondary Schools and their Effects on Children, Open Books, London, 1979.

4 In August 1979 the Australian Council for Educational Research published a copy of the outline proposal for this study, entitled 'A Proposal for an IEA Teaching for Learning Study' and developed by T.N. Postlethwaite, N.L. Gage and T. Levin on behalf of the International Assocation for the Evaluation of Educational Achievement. Work on the Australian segment of the study commenced in early 1980.

CHAPTER 2

SOCIETY, SCHOOLS AND TEACHING

2.1 This chapter provides a background to the discussion of teacher education. It explores the social nature of education and some implications of the evolving social context for education in the remainder of this century. The expectations held by the community for its schools are reviewed and attention drawn to the special educational needs of distinct communities and of children from a range of social backgrounds. But schools are not the only educational agencies in society, and it is argued that responsibilities for education may be shared.

2.2 These considerations, together with obligations of an international character which Australia has accepted, bear on the aims and objectives which may be set for education and more particularly for schooling. The chapter includes a list of characteristics which the Committee regards as desirable in Australian schools, and finally comments on the changing role of teachers.

Society and Education

2.3 Whether it is provided informally or through institutions such as schools, education is a significant process for any society whether simple or complex. It is in part the means by which knowledge, values and skills are passed on from generation to generation. But it is seldom only a simple transfer of knowledge, values and skills, for it is normally a process which permits their development and consequently the development of the individual and of the society. Education is therefore re-creative as well as reflective of society. For these reasons education should be discussed within its context of the purposes and patterns of society and this broader approach is also necessary for any major study of schooling or teacher education. What happens to our society now and in the coming decades will have a profound effect on conceptions and patterns of schooling and therefore on what is required of teachers and what teachers are able to do for the education of children and the renewal of the society.

2.4 Any society is like a living organism and subject to the process of change, but the rate of change varies from period to period and society to society. Evidence and submissions presented to the Inquiry overwhelmingly suggested that in Australia, as elsewhere, the pace of change is frequently accelerating and is having far-reaching and fundamental effects on the Australian way of life. The rate and directions of

change and the effects of change are not evenly spread over the whole society or over all its institutions, so that it becomes difficult to generalise in most areas about 'society'. And strictly speaking, the future cannot be researched. Nevertheless, trends within a society which are strong and likely to continue can be identified and these will have implications for the future of society and its education patterns and provisions.

2.5 Changes in society affect education, which needs to be responsive to social change if it is to fulfil its responsibilities to society and the individual. On the other hand, education needs to remain conscious also of the social continuities which underlie change and which stem from the character and values of the society and from the nature and needs of human beings. There are times therefore when pressure for change has to be resisted by education systems and institutions. Schools must be sensitive to both continuities and change if they are to educate students with wider knowledge and understanding and a capacity for appreciation, able to meet their responsibilities to the society of which they are members and to themselves. This Report by its nature tends to focus on social change. But we would also wish to stress the importance of awareness of social continuity within the responsibilities of education and of teacher education.

2.6 Consideration of the future is required not just by the Terms of Reference but by the simple fact that any act of teacher education presumes a future teaching situation. Thinking about what the future may hold for education has become a considerable industry with some educational and other groups, and submissions to the Inquiry presented numerous expressions of concern about social and educational futures. Difficulties in discussing the future increase with the lengthening of the time-span under consideration, and obviously the twenty-five years the Committee is looking ahead represents a period of very great uncertainty. The Committee has not accepted uncritically the variety of ideas it has encountered on the future. It has attempted, within the limits of time and resources, to assemble and integrate factual data and informed judgements from the expertise available in a variety of disciplines.

2.7 In November 1979, the Committee arranged a conference on social change, the planning of which took into account other similar exercises held previously and also the relevant literature. Participants in the conference were invited for their expertise and ability to contribute in a number of areas where social change and historical continuities have present and potential influence on education and ultimately on teacher education. These include demographic patterns, the economy, science and technology, work and leisure, social patterns and institutions, the nature of man and the values and character of the Australian society. The conference was not intended to provide definitive answers or a blueprint for the future. It attempted to put together information and expertise so as to provide a

basis on which to identify social trends, to draw out the relationships between them and to consider the possible implications for education. The discussion which follows is largely an analysis of the proceedings of the conference associated with material from the submissions and other evidence presented to the Inquiry.

The Changing Society

Demographic Patterns

2.8 Australia has emerged from a period in which it was believed that the population would reach about twenty million by the end of the century. The current expectation is that the figure might fall two or three million short of this total, depending on what assumptions about migration levels are built into the projections. One obvious result of the new expectation is that anticipated levels of total enrolments in schools have had to be reduced. The picture is complicated, however, because population growth is likely to be uneven across the country, with the possibility of rapid growth in some regions as resources are developed and new centres established.

2.9 Continuing uncertainties mean that it is not possible to be very definite about future demographic states, and forecasts are now revised frequently. Levels of immigration, for instance, are the result of political decisions and could vary significantly from time to time. It is unclear whether the energy crisis will promote growth in the existing urban areas or whether the slowly rising population will lead to the increased development of new areas and provincial centres. The general implication for planning in education is that the continuing degree of uncertainty necessitates a flexible response. There should be caution in dismantling any parts of the system as it takes time for new structures to be built up once the need for them is recognised. Continuous monitoring of population projections should continue to give the greatest lead time possible before educational provision is required.

2.10 The new population projections with their predictions of smaller numbers in school are having a profound effect on educational planning in Australia. The most recent analyses suggest an involved pattern for school enrolments. Professor J.C. Caldwell, of the Australian National University, pointed out to the Committee that the present diminution in numbers of students, which can already be seen in pre-schools, and which will move through the system affecting the numbers of teachers required, is likely to be followed by a surge in enrolments that will occur in pre-schools by the mid 1980s, and then flow through the system. This surge will be as large as that generated by the birth rates of the 1950s and 1960s, and it will largely be associated with the child-bearing of women born

in that period. Changing numbers of teachers will be needed at different times for the different school levels, a situation that would be somewhat eased if teachers were able to teach at more than one level and could to an extent move with the surge, and this Report later makes a number of suggestions on how such flexibility could be achieved. By about the end of the century for primary schools, and later for other levels, the situation is likely to be reached where for a reasonable time span radical changes in the numbers of teachers required will not occur.

2.11 As some of the population increase will almost certainly come from immigration and as Australia will continue to accept a number of refugees, special education programs will continue to be necessary to assist these people to acquire the skills, competencies and orientations to participate fully in life in Australia. The continuing multicultural nature of Australian society and the special needs of immigrants are considered in later sections of this chapter. All that is necessary here is acknowledgement that the large intake of migrants since the Second World War has profoundly changed the composition and outlook of Australian society. Dr Charles Price of the Australian National University has calculated that the ethnic origin of the Australian population in 1978 could be represented in the following percentages:

British	78.0
Other European	18.8
Asian	1.9
Oceanian, American, African	0.3
Aboriginal and Torres Strait Islander	1.0
	100.0

2.12 Teacher education will need to be responsive then not only to population levels but also to the ethnic background of the population. One aspect of an appropriate response would be recognition of demographic uncertainties, principally the uncertainty on future immigration levels, including the numbers of refugees who will come to Australia.

The Multicultural Society

2.13 The existence of the multicultural society in Australia was perhaps the social phenomenon most often referred to in the submissions. In the Committee's view, multiculturalism in Australia is not only the result of demographic change but also a re-evaluation of the history and nature of our society. The multicultural perspective stresses that, contrary to the common view, Australian society has always been highly differentiated both socio-culturally and ethnically. Both multi-ethnicity and pluralism are essential components of the Committee's conception of the Australian multicultural society.

2.14 The different groups of Aboriginal Australians have long experienced varied ways of living. After 1788 the dominant pattern of life in Australia came to be modelled on British cultural traditions, but even within this dominant overall pattern there was much diversity associated with, for example, social class, denominational adherence and urban or rural location. Throughout the nineteenth century various waves of immigration brought to Australia members of ethnic groups from regions other than the British Isles. These people perpetuated aspects of their various cultures in Australia, the most noticeable in this regard being the Germans and the Chinese. Since 1947, a massive immigration program has further diversified the ethnic background of the Australian population. Today many Australians have northern, eastern and southern European roots, and a considerable number of our population trace their ancestry to the Middle East, Asia, America and Africa.

2.15 The diversity in Australian society is now very apparent; what is less clear is how people should regard the multicultural society. 'Multiculturalism' has been put forward as an appropriate attitude, but while the options available have been spelt out in various documents, and governments have revealed themselves to be generally supportive of a culturally pluralistic but socially cohesive society, there is still diversity of views on what are appropriate courses of action. Diversity is of course a continuing characteristic of a multicultural society. One of the first tasks facing the new Australian Institute of Multicultural Affairs is expected to be clarification of the meaning, limits and implications of multiculturalism. Accepting this continued need for clarification, the Committee has found its own view of multiculturalism to be close to that put forward in a discussion paper produced by a group within the Commonwealth education portfolio in 1979. Those producing the paper used the term multiculturalism to describe:

> ... an ideal society where groups would co-exist harmoniously, free to maintain many of their distinctive religious, linguistic or social customs, equal in their access to resources and services, civil rights and political power and sharing with the rest of the society particular concerns and values, which have national significance ...
>
> All of the groups would abide by a set of norms that stress tolerance of group differences and the belief that the interests of no one group would be placed ahead of the welfare of the total society.[1]

The paper then went on to emphasise the importance of a commitment by people in such a multicultural society to effecting desired change through the democratic political processes.

2.16 Continuing immigration and refugee settlement emphasise the need for the adoption of attitudes such as those identified in

the above description of multiculturalism. Multiculturalism in Australia is also underpinned by other international circumstances: by our participation in world-wide trade, by our propensity to travel overseas, by increasing numbers of short-term visitors to Australia, by our involvement in the modern international culture, and not least by our readiness to adopt and develop modern technology - such as telecommunications, photomechanical reproduction methods, and sophisticated sight and sound recording. This diversity is a source of enrichment to the society, provided it rests on a deeper consensus about human and social rights and responsibilities. Provision for such diversity within community is possible in a democratic society. It is this concept of multiculturalism which is endorsed by the Committee in the belief that Australia derives strength from its unity and dynamism from its diversity.

2.17 The Committee recognises that relationships between unity and diversity in a multicultural society are complex issues. How unity should be fostered is a vital consideration, and the Committee endorses this comment on unity within the Australian multicultural society made by the Schools Commission's Committee on Multicultural Education:

> [Unity] is not in literature, nor traditional lore, but in the acceptance by all communities, however diverse, of some common values. These are likely to include a belief in parliamentary democracy, in equality of opportunity, in educational and economic activity and the right to a private life and choice of occupation.
>
> Values which are commonly accepted, and which thus provide - in addition to geographical location - a basis with a national identity, are linked significantly to the English language ... The Committee therefore emphasises the paramount importance of teaching English ...[2]

2.18 Acceptance of multiculturalism has important implications for schools and teacher education:

- in the provision of school and teacher education programs which will adequately cater for ethnic diversity, including languages other than English;
- in the development of acceptance, understanding and appreciation of diversity in all its forms;
- in the understanding and acceptance of the underlying human and social values which provide the basis of consensus in society; and
- in the promotion of national unity through all residents in Australia obtaining an adequate command of English.

Practical considerations stemming from these implications are discussed in later chapters of the Report. In general, however, the Committee would stress the need for teacher educators to work in consultation with community agencies and organisations in augmenting multiculturalism as a factor in the development of teacher education programs. The Committee believes that with the co-operation of such bodies and groups much may be done to overcome the past comparative neglect in teacher education of the opportunities and problems for education arising from the multicultural nature of society. While the community must accept that projects to support multiculturalism will usually entail some cost, much may be achieved in teacher education by an alteration in attitudes and changes in approach to various aspects of the total curriculum.

The Economy

2.19 The Committee recognises that economic considerations underlie the quality of teacher education as the adequacy of provision for formal education of all kinds is largely determined by economic circumstances and the priorities adopted by policy makers on economic grounds. Australia has important natural resources and may not be affected as greatly by the energy crisis as many other countries. However, it is clear that the effects of international economic and energy crises, upsets to trading patterns and war could singly or in combination cause disruptions in the Australian economy. Governmental policies also affect the economic situation and cannot be predetermined. The Committee accepts that financial stringency could occur for short periods but believes that over the next twenty-five years the very great natural wealth of the country can and should mean that adequate resources will be available for the support of quality education. The uncertainties which continue about the economic future mean that curricula should be so devised as to develop the personal resources of people to be able to cope in varied economic circumstances.

2.20 In the last four decades Australia has moved from being a predominantly agricultural society to becoming an increasingly industrial society and is now in the early stages of becoming a post-industrial society. An immense output of goods and services is now possible coupled with a decline in the number of people needed to achieve these levels of production. Services that could further expand considerably include computer and information services, communications, tourism, recreation and social and educational services. Such changes need to be reflected in school curricula and require corresponding redevelopments in teacher education programs.

2.21 Economic changes do not have a uniform effect throughout Australian society, and some people look to the education system to act as an equalising agent. It is not within the functions of schools to change radically the fundamental structures of society - at least in the short term - but it is

among their tasks to promote the concept of equality of opportunity and to accept an appropriate role in minimising the educational disadvantage which results from economic inequality. Changing economic situations therefore present a continuous challenge to teachers and the teacher educators who educate and re-educate them.

Science and Technology

2.22 Economic considerations underlie the provision of education and also have a bearing on what should be included in the curriculum. In a similar fashion, developments in science and technology affect what can be attained in educational programs and also require specific treatment in curricula. Science and technology have profound effects on such vital areas of life as population levels, the inadvertent emergence of health hazards, changing patterns of employment and the protection of the citizen in every way. Based on automation, large-scale structural change is taking place in industrial and commercial undertakings. Developments in micro-electronics and telecommunications are making possible an information revolution. Potential advance in the area of information management is now so great that some informed commentators foresee the possibility that schools will no longer be needed in their present forms by the end of the century.

2.23 The practical implications of micro-technology for schooling may well be beyond what can easily be grasped in current circumstances. Dr W.J. Caelli in The Microcomputer Revolution indicates some of the possibilities in the distribution of information and education beyond schools and in the homes of students.[3] Already commercial companies provide materials which may be used in the home possessing a micro-computer to complement school studies, and overseas private enterprise is in competition with institutions offering technical studies. The Committee sees need for change in the role of the teacher as students increasingly have easy access to information from non-school sources. At present only the more affluent have this access to computer-based information, increasing inequalities in pupils' knowledge and learning experiences and posing new problems for teachers. A central task for teachers will be to help students evaluate and integrate the masses of information they are likely to accumulate from sources both within and outside the school.

2.24 It is recognised that the improvements now possible in micro-electronics and telecommunications could, if utilised, lead to important changes in society. Some of the relevant developments are electronic publishing, where individuals can have access to central information data banks, communications via an Australian satellite and satellites linking Australia to other countries and international organisations, cable television and broadcasting, and cheaper video recording. The Australian Education Council is already planning participation in trials and experiments relating to the communication of

educational programs by an Australian satellite. The total result could be a substantial reduction in the difficulties in obtaining and using information experienced by people owing to their geographic location. People could operate more extensively from their own homes while linked in to information networks both here and overseas. Schools would benefit in similar ways but, as suggested, would need to adjust to the new potential of home-based learning.

2.25 It is essential that there should be appropriate study of scientific and technological principles and developments at the different levels of learning prior to the consideration of the moral issues and social responsibilities of these developments which must also be studied in schools and teacher education institutions. The evaluation of the social, economic and environmental costs of proposed technologies must be associated with a clear understanding of scientific principles and current achievements. Schools should not be content merely to reflect scientific and technological change but teachers should assist students to learn not only how to participate but also how to manage and direct in a world of change.

2.26 The Committee expects that the implications for Australia of scientific and technological advances will be clarified in the report of the (Myers) Committee of Inquiry into Technological Change in Australia. The changes which are likely to take place in the role and function of schooling in the coming decades will be substantial, particularly if schools attempt to cater realistically for the needs of pupils in the technological society, to help them:

- understand science and its applications in technology;
- recognise the advantages and the limitations of technology;
- gain access to and control of needed information;
- accept a complementary right to privacy of individuals;
- appreciate, discuss and form their own views on social and moral issues raised by advances in technology; and
- maintain and enhance their concepts of their own identity as human beings.

Teachers will also need to keep themselves aware of technological changes and advances in scientific areas, such as psychology, which have direct bearing on the teaching/learning situation.

Patterns of Work and Leisure

2.27 Developments in this area have the potential to bring about profound social change. The work ethic has long been a fundamental characteristic of Western society, but may now

become less pervasive. The image most people have of themselves is very much a product of the work they do, and disruption in the area of work can be very threatening. Unemployment is no doubt the greatest threat in the area, and Australia is currently experiencing the highest levels of unemployment since the 1930s. Unemployment is concentrated in particular sections of society, especially unskilled young people, those who are not Australian born, those who live outside the capital cities, Aborigines and women.

2.28 The Committee viewed with serious concern the suggestion put forward in many submissions that large-scale unemployment, especially of young people, will continue for at least some years ahead. The job displacement which is the major manifestation of changes in the world of work is not a new phenomenon but appears to be accelerating under the influence of the new technology, although there are claims that ultimately the technological developments will increase the number of jobs available. The effects of the new technology in doing away with specific jobs are now being felt in all sectors of employment. The tertiary sector of the workforce grew disproportionately in the last decade but the rate of increase may now be tapering off as this sector feels the effects of computerisation. Some experts claim that problems arising from the impact of computerisation on employment in developed countries will supersede energy problems by the end of the century as the major social issues. In the submissions it was suggested that it might be necessary to invent work for some people to give them a feeling of social usefulness. Clearly there is great uncertainty in the community about future levels and types of employment.

2.29 One development that must be noted is the rise in the number of women, especially married women, in the paid workforce. This is often said to have led to increases in what is expected of schools; at the same time it has increased the range of life experience that many families possess. The total picture of the effects of this development on employment patterns has yet to emerge. A further change could be caused because many of the sorts of jobs now done largely by women, such as typing and work in banks and retail stores, are much threatened by technological developments.

2.30 The full effect of these developments seems bound to increase leisure within the society as a whole. New patterns of work may well emerge. It is perhaps most likely that there will be a shorter working week and that work for more people will be in what today would be regarded as part-time jobs. There is some talk of the need for job-sharing but little evidence as yet that many people are prepared to share their full-time employment. The categories of work and leisure, however, will probably become increasingly difficult to differentiate. In these circumstances an appropriate definition of work might be: 'any form of activity that is useful to society and beneficial to the person performing it'. The Committee accepts that leisure, in the sense of freedom from employment to dispose of one's time at will, will increase overall but not

necessarily for all people. The services of the people who understand best the increasing complexities of society and the environment are likely to continue to be in high demand. Leisure itself should not be seen only as doing nothing, or filling in time with pleasure or selfish pursuits. Much of the progress of civilisation and much of the quality of the life of the individual have historically depended on the productive use of leisure in one form or another. The Committee believes that the positive aspect of leisure should be emphasised: leisure is freedom from employment, but freedom which enables a person to engage in self-development, in expressive or creative activities or experiences, social welfare activity, and social participation in general.

2.31 Acceptance of different concepts of work and leisure would have profound implications in education as well as in industrial and other social spheres. Professor R. Johnson of the Australian National University has written of education that would enable people to live rich lives outside employment and useful lives when employment is available.[4] Similarly, 'A Fresh Look at Youth Policy', issued after a 1979 seminar by the Faculty of Education of Monash University, said:

> The curriculum must no longer be aimed at more or less direct preparation for economic life, but must now prepare young people to become responsible adults in a changing world in which both leisure and work will provide personal identity.

The Committee accepts the importance of these complementary goals for education. It also affirms the value of governments formulating and implementing a comprehensive youth policy and of co-operative programs for easing the transition from school to work and further study, 'work' being interpreted in the light of the definition given in the previous paragraph.

2.32 The Committee believes that schools should do more to foster co-operative attitudes and skills generally in children and young people. Eventually this could contribute to a more co-operative approach in Australia to solving social problems including difficulties in the employment area which otherwise could cause the greatest social distress during the next twenty-five years. This is not to suggest that young people should leave school more compliant in attitude but that schools should encourage belief in the value of community co-operation in solving social problems and should provide opportunities for students to practise co-operation.

Social Institutions

2.33 The Committee was told that the family in Australia is likely to stay small, private and suburban. But changes are occurring and could become even more widespread; such changes relate to the incidence of marital breakdown and increase in the number of separated and one parent families, new family patterns where

there is no legal marriage, and the increased participation of married women - including mothers - in the paid workforce, to which reference has already been made. The separation of many immigrants and refugees from their families of origin is a continuing phenomenon. A diminishing social role for the family was noted in a number of submissions, although the possibility that a continuing economic crisis would strengthen the family as a social and economic unit was also foreseen. It may also be argued that immigration patterns have strengthened the extended family in Australia. Submissions sometimes saw the churches and neighbourhood groups as suffering a similar decline in influence to that which they saw for families. The implication usually was that the school was now asked to perform roles previously the major responsibility of the family, churches and other groups, and the Committee accepts that schools are currently being required to play an augmented role.

2.34 There is evidence of increasing prevalence of problems of a social and personal nature such as mental illness, alcoholism, other drug abuse and crime. The claim made in numerous submissions, that schools can co-operate with other social agencies in working against such social trends, is accepted. Schools need to be discriminating in determining priorities and in deciding how they can best serve society. This would involve an analysis of the tasks which of all the various agencies of society they can best perform and of the tasks for which they have been given sole or major responsibility. Teachers are not social workers; the role of the teacher is changing but it remains centrally an educative one. This point is developed in a later section of this chapter.

2.35 If some social institutions have declined in influence, the media of mass communication would seem to be increasingly influential. There is uncertainty about comparative degrees of influence, but undoubtedly television plays a major role in the lives of most Australian children. That the media assume an educative role is beyond question, and the Committee believes their potential value as a means of informal education is grossly under-utilised. Often the goals of schools and the media seem to be at cross purposes. Teachers at all levels are often frustrated by the journalistic approach to information, with emphasis on violence and the sensational, and by superficiality in reporting. But other values are expressed in the media and teachers are likely to be sympathetic to some of them. The Committee believes there could be more fruitful interaction between the parties. The development of media awareness in teachers and pupils could be a useful preparation for such interaction.

2.36 Taken together, the various sections of the media constitute such a massive undertaking that their power and influence are hard to grasp. Even so, large-scale expansion and development are forecast for the future and this is likely to be another important area of social change. In 'The Media and the Future', the Sir John Morris Memorial Lecture for 1979,[5]

Phillip Adams says that in time Australians will be able to tune in via satellites to London and New York television programs, and the recording of information will be possible on more generally available home video recorders. But developments in mass communications will not necessarily be simple aggrandisements. Adams also makes the point that presently most ideas need wide appeal if they are to be produced in the media but with the reducing costs of electronic communication it will be possible to make films or video programs that are aimed at a comparatively small audience, making for the encouragement of diversity. Clearly developments in the media are aspects of social change that need to be understood and appreciated by teachers.

Personal Resources and Values

2.37 Close examination of influences likely to shape the direction of the next twenty-five years reveals much that appears to be the result of forces inexorably set in train by political and economic events and over which little individual control appears likely or even possible. Among the data frequently presented to the Committee is the assertion that society and individuals must adapt to the inevitabilities of the future. It has become evident that one such inevitability is the continuance of rapid change as an element of the context in which human beings are and will be called upon to live.

2.38 Discussion of change, political forces and economic events as inevitabilities raises questions as to the role which education in general and schools in particular can play in enabling mankind to remain sufficiently master of its own destiny. To enable humanity to experience the fullness and richness of life in circumstances strongly characterised by determinism and attendant depersonalisation is a challenge to be met by a variety of educational agencies within society.

2.39 The Committee would argue that if people are to face the future with confidence, then identity, individual dignity and resourcefulness must be established and maintained. They will need to be flexible and adaptive in their attitudes and oriented to accepting change as an opportunity rather than a threat. This will require the development of qualities and resources which extend beyond what is generally understood as the intellectual and the cognitive, such as self-assurance and practical skills.

2.40 The needs of a human being go beyond the survival of the individual and the species. They include an intricate variety of personal, social and spiritual elements which vary from person to person. This Committee would endorse steps which schools may take to contribute to the opportunity for the individual to be able to meet such complex human needs as fully as possible. In doing so, a school will contribute to providing some basis of confidence with which a person may face the future. It will also help compensate for the ill effects of despair, frustration, illness, violence, escape into drugs and suicide which have been presented as symptomatic of our present society and a real cause of concern for the future.

2.41 It is necessary to recall here that the individual in Australia lives in a multicultural society. Often associated in the submissions with views on the multicultural society was the notion that Australian society is becoming increasingly pluralistic. Some submissions spoke of 'moral confusion', 'shifting values' and the loss of authority and traditional morality. The Committee accepts that there is now more awareness than formerly of lack of consensus in Australian society, and that this increases the complexity in the teacher's role. Conflict between the generations was specifically identified as a problem area, and the Committee recognises that the different views adopted by generations have been a continuing cause or manifestation of change within society. Youth disenchantment was also singled out in submissions as a continuing cause for concern.

2.42 In reviewing the submissions the Committee has been made very aware of the fact that phenomena some see as weaknesses in society are seen by others as strengths. There was approval for the new interest in the study of human relationships but also concern at the form of some studies in this area. A variety of attitudes was expressed about religious beliefs and the implications seen for education. The new aspirations of women and new public attitudes to the roles of women were highlighted in some submissions but the views presented on these phenomena were disparate. As has been suggested, the plurality of views in the community complicates the teacher's task and calls for considerable sensitivity and tolerance.

2.43 Women have broadened their aspirations, remaining at school longer and entering post-secondary education in greater numbers. They have become a more significant part of the work force, reflecting the value changes that have taken place in the last twenty years. The Committee considers that the schools are not sufficiently sensitive to the implications of change. Adaptations of the curriculum need to keep pace with and adequately reflect the changing role of women in society.

2.44 Value conflict has existed in most societies and has always been present in societies undergoing rapid development. It gives rise to serious problems for teachers and for those concerned with curriculum development. One major function of school is to help initiate the young into the contemporary culture. In performing this function it mediates values, that is, it both selectively transmits values and assists pupils in the development of their own values. Schools must therefore be attuned to value changes in the society and to the effects of such changes on individual students. They must also contribute to the development of the personal resources of students for coping with change.

2.45 The Committee has concluded that Australian society continues to be in a process of evolution, a process much affected by

the recent wave of immigration and by repercussions in Australia of international upheavals in values and economic systems. This in itself is suggestive of a role for education: to set as an objective for individuals the goal of clarifying national as well as personal identity. Many views can be taken on what is the Australian character, but there seems to be no single characteristic that will be equal by itself to the task of effecting national coherence in this multi-ethnic and pluralist society. Schools are usually expected to play a major role in the attainment of national identity, but the Committee would point out that there are very real limits to the total effort schools and children are able to make in meeting society's multiple expectations of them.

Social Change and Education

2.46 Education is amongst other things a social process; as such it is influenced by continuity and change in other social phenomena and has an impact on society at large. The influence exerted by change may be evolutionary and gentle but it can be dislocational and disruptive. The Committee would agree with the submission which spoke of the 'profound', 'pervasive' and 'rapid' nature of the changes in society that may presently be perceived. The Committee sees no reason to think that the rate of social change will decrease over the next twenty-five years. Schooling has been adapting to changed social circumstances and attitudes, especially since the Second World War. But this adaptation has been very much an ad hoc process. The nature of schooling needs to be considered within the context of a society facing fundamental changes in its patterns, structures and institutions and which is as a result uncertain about its values, aims and directions. Schooling cannot be utterly responsive to every breath of social change. It has a tradition and rationale which teachers and others working in education should understand. This will enable them to appraise social change and engage in dialogue with other people in the community when such change appears to conflict with school traditions and rationale. Students should leave school with some understanding of their potential to manage and direct social processes.

2.47 Australian schools are now facing and responding to fundamental social change. As examples of the way education is changing in response to broader social change, the following recent developments may be cited:

- there is increasing participation in educational decision-making by a variety of groups, particularly teachers, students and parents;
- there is now closer public scrutiny of education and more public comment on it;
- education is now more commonly seen as a lifelong process;

- the need for integration of educational planning with social planning to make best use of the resources of society is now more commonly recognised; and

- the Commonwealth government now participates in the support of education at all levels.

Such developments can be seen to have potential for raising the quality of education.

Community Expectations and Opinions of Schools

2.48 As late as 1968 Professor P.H. Partridge of the Australian National University could comment that it was unfortunate teachers and schools had not been exposed to a more continuous and demanding scrutiny by individuals and social groups.[6] More careful scrutiny did develop during the 1970s. Sometimes it resulted in criticism, which is indicative of expectations unmet; this section therefore comments on community criticism of schooling as well as on its expectations.

2.49 Criticism in the sense of unfavourable comment is provoked when expectations about schools and their purposes are thought not to be met or inadequately achieved. Sometimes it is not related to clear expectations on the part of the critic but may reflect a general disquiet about schooling or even about the state of society itself. Schools are now affected by community confusion and uncertainty about social aims and directions and about means of curing economic and other social problems. The media have been very ready to report employers' complaints that schools are failing to develop literacy and numeracy; university personalities allege a decline in the academic standard of school subjects; and politicians complain that school curricula are not sufficiently relevant to the needs of the labour market and existing conditions of work.

2.50 It is clear from this that people and groups in the community must hold differing expectations of schools. This was confirmed by the large number of research studies conducted during the 1970s into community expectations. Surveys were conducted at local, State and national levels. Populations surveyed included one or more of the three groups: parents, teachers and students. In other cases a sample of 'the community' was taken randomly from electoral rolls. In a few cases the views of employers as a group were sought.[7] The findings need to be interpreted with some caution.[8] Surveys can only reveal an approximation of the full range of views taken in a large community, particularly if a prestructured questionnaire is used, but there were also specific problems in some of these studies. In some cases the wording of questionnaires may justly be criticised; in others the response rates were low. A further problem is that most of the studies were intended to afford a less than national perspective. Nevertheless the findings of the studies do tend to corroborate each other.

2.51 A largely consistent account emerges from these studies of what people expect of schools. For all groups - parents, the general public, teachers, students, and employers - the most important objectives for children's schooling include:

- personal and social development;
- competency in language, mathematics and communication; and
- the knowledge and skills which will assist in career choice and in finding employment.

Weightings given to different objectives vary if there is a focus on primary or secondary education. Parents want schools to provide their children with the knowledge, skills, attitudes and values which will allow them to live confidently and securely as adults in the community. Of least importance to parents generally are studies they describe as academic or cultural; for example, science, history, literature, fine arts and foreign languages. Schools themselves tend to adopt a wide range of objectives, and the second aspect of the coherent picture to emerge from the studies is the fairly high level of general satisfaction people had with the work and achievement of schools. The research indicates that schools are expected to pursue a wide range of goals, which go far beyond the cognitive skills to include ethical issues, behaviour and other aspects of personal development. There is, however, a widespread ignorance about schooling amongst the members of the general public who do not currently have children at school. Parents who do have school children would like to know more about the work of schools and the subjects studied by their children. While there may be more adequate communication between parents and teachers in early childhood, as children progress through the school parents increasingly rely on their children for most of their information about schools and many are disinclined to approach schools for additional information or to involve themselves more in the life of the school.

2.52 The level of satisfaction with the work and achievement of schools is closely related to the respondent's degree of first hand knowledge of schools. Parents with school children express a high level of satisfaction, but are inclined to reach this judgement in terms of their own children, and are somewhat uncertain about whether the situation overall is satisfactory. Other members of the public and employers are less satisfied, although under current labour market conditions employers express satisfaction with their recruits but criticism of the general standard of job applicants. Despite this general level of satisfaction, parents as well as students and teachers, see considerable room for improvement in schools' achievement in the three high priority areas listed in the previous paragraph; the discrepancy between ratings of importance and achievement is greater in these than in low priority areas.

2.53 One response to the desire in the community for raising the level of school achievement and to the expressed requirements of professional and educational groups and public authorities, is the development of proposals for a core curriculum. Following a study carried out by a national working party, the Curriculum Development Centre has issued a paper which is general and introductory in character entitled Core Curriculum for Australian Schools.[9] The Centre proposes a core curriculum framework for contemporary Australian society within which schools and their communities and other education bodies are expected to develop their own core curricula. The framework comprises three main elements: learning processes, learning environments and substantive areas of knowledge and understanding. Core curriculum is defined by the Centre as the set of basic and essential learnings and experiences which may reasonably be expected of all children passing through the schools. Core learnings and experiences are outlined in terms of learning processes, learning environments and substantive areas of human knowledge and understanding. The paper nominates nine of these substantive areas: arts and crafts; environmental studies; mathematics; social, cultural and civic studies; health education; science and technology; communication; moral reasoning and values; and work, leisure and lifestyle.

2.54 Both the Centre's proposal and a number of recent Australian reports, proposals and aims statements for schooling put forward by official and unofficial bodies emphasise that schools must interpret goals and framework statements in accordance with the needs and requirements of particular groups of children and communities. Thus teachers and school communities need to be trained and supported to undertake a wide array of curriculum-making tasks.

2.55 Some other studies provide evidence about the attitudes of people of recent immigrant background to schools and teachers. In his 1979 project for the Education Research and Development Committee, Professor K. Marjoribanks of the University of Adelaide found all non-Anglo Australian groups he studied recorded a fairly high level of satisfaction with teachers and slightly less satisfaction with teaching and schooling overall.[10] Professor C. Turney and his collaborators found in a 1978 study of inner-city schools in Sydney that minority ethnic group parents emphasised the importance in schools of discipline, school rules and hard work, where other Australian parents put more emphasis on good relationships and interesting lessons.[11]

2.56 In the report of his special project commissioned for this Inquiry, Meade analysed data collected during 1975 and 1976 on high school students, their parents and teachers. A sample of 690 parents was interviewed and 637 teachers completed a questionnaire. The analysis revealed more positive than negative comments by parents about teachers at their child's

own school, although 58% felt they did not know teachers well enough to comment fully or comment at all. Parents of non-English speaking background were more positive about teachers than were other parents. They also wanted more discipline in the school.

2.57 Meade's student sample comprised 3043 students in sixteen government schools in Sydney. They were originally studied as year 9 students in 1974 and followed up in subsequent years. He found that like their parents students of non-English speaking immigrant background gave strong support to the instrumental functions of schools and displayed more positive attitudes to teachers than the English speaking groups. Meade emphasised the extraordinarily high motivation and dedication he found many immigrant students to display to their schooling.

2.58 The community has a wide range of expectations of what its schools should do. The surveys reveal, however, that in general the community still has little information about, or real contact with, the schools. There has been a trend in the last decade to increased community participation in schooling, but to this point it has not usually developed sufficiently to bring school and community into a really close relationship productive of a high level of mutual understanding. An exception is the case of pre-schools which have a history of strong community involvement in their establishment and maintenance. The trend to increased community participation is part of a wider participatory movement that has parallels in - for example - environmental issues, concern about the legal system, and in industrial democracy. If the movement continues, and the participation extends further into formal processes and structures, it is likely to have a considerable impact on future purposes and patterns of schooling. It could provide a counter-balance to the influence of the media on children, although it needs to be recognised that the media also exert a powerful influence on the community at large. These developments and possibilities constitute an important part of the context of the changing role of the teacher.

Distinct Communities and their Educational Needs

2.59 The Committee recognises that the amassing of information on a national or even a State basis does not in itself convey much about educational needs or schooling in a particular locality. It further recognises that many communities are distinctive in character and have distinctive educational needs, and that all communities vary somewhat from the pictures built up at national or State level. This is not an area that has been well researched and analysed in Australia although some studies have been made.

2.60 One such study was made in 1978 by the South Australian Council for Educational Planning and Research. The South Coast Notional Education Development Plan reported an attempt to study the educational needs of a particular community and to make an assessment of likely future educational needs from the pre-school to the tertiary level. Among the many aspects of the community situation it examined were the population, the economy and the range of resources and services available. Another State authority study, by N. Behrens and others of the Education Department of Tasmania, was reported in 1978 in The Huon Valley Study: Opportunities and Educational Priorities in a Tasmanian Country Area.[12] Examining factors like the population trends, social characteristics, features of the local economy, employment and unemployment, the authors were able to draw the conclusion that distinctive educational provisions needed to be made for the Valley.

2.61 Another official study, from which the case for distinctive educational provision can be supported in a general way, was made for the Australian Commission of Inquiry into Poverty.[13] Two secondary schools in rural areas were studied. One aim was to explore the dimensions of educational disadvantage in rural secondary schools, but another was to trace the links between school and neighbourhood in rural areas. The two communities were shown to have widely different educational aspirations and needs. Other studies examining schools and their supporting communities have been made by individual researchers.[14]

2.62 The Committee would wish to encourage the replication of such studies and attempts to draw out general principles from them on the educational needs of distinctive communities. The existence of careful research at the local community level will provide insights which can be used to balance large-scale studies with State or national coverage. Information about the needs of the relevant community is essential in clarifying the responsibilities of each school. Familiarity with studies of distinct communities and their educational needs is clearly important for teachers in such communities. But the studies should be of more general interest to teachers and students in teacher education as examples of how it is possible to explore community needs in education.

Needs of Children from a Range of Backgrounds

2.63 As implied by the statement of principles in the previous chapter, the Committee believes teachers must be appropriately responsive to each of their students, and in part this requires sensitivity to their cultural and social backgrounds. All students have common human needs but their expression will be varied and the relative intensity of the need will be determined by the individual's social background as well as by his intellectual and physical capabilities. Ideally the teacher needs to understand fully the particular circumstances of each of his pupils in order that an optimal teaching-learning situation be established.

2.64 Families have varying degrees of knowledge about schooling and education generally and different levels of aspiration regarding education. Family background can be shown to be related statistically to levels of attainment at school. Considerable research has now been conducted into the educational and social situation of immigrants, Aborigines and isolated children which provides useful background information for people in education. But statistical material is analytical in nature and cannot convey the complete picture of a human situation. Teachers and others must therefore be cautious about using statistical generalisations in the interpretation of the situation of the individual child. As is generally, but not always, recognised, immigrants and Aborigines do not form homogeneous groups. Ethnic origins and length of time in this country are two distinguishing factors associated with immigrants. The needs of Aboriginal children differ depending on the values held by the particular family and community and whether they live in a traditionally oriented situation, on a rural reserve, in a country town or in an urban area. While it is possible to make statistically significant statements about the education of immigrants, Aborigines and isolated children, and of some sub-classes within these aggregrates, differences within the groups must be recognised. A further reason for caution is that research has become problem oriented. It is therefore important to look as well for indications of success achieved by the individuals or groups being studied.

2.65 Research studies have documented different levels of educational aspiration among the various Australian ethnic groups. Difficulties might arise for children from immigrant families not only from language problems but also incorrect or insufficient understanding of the school and system by the children or their parents, and from conflicting cultural values. In a study reported in 1976, de Lemos found the performance of Victorian primary school children of non-English speaking background to be inferior to that of pupils of English speaking background; the difference decreased over the years of primary schooling, and as might be expected, the performance of recently arrived migrant pupils was significantly worse than that of children of English speaking background.[15] In the areas of literacy and numeracy, the 1975 survey of ten and fourteen-year-old age groups by the Australian Council for Educational Research found many children of non-English speaking background to perform poorly and the level of performance to be particularly low for children from homes where no English was spoken.[16]

2.66 In a more recent study, Professor K. Marjoribanks developed the idea of 'ethclass', which signifies a conjunction of ethnicity with social class, as a more useful construct than either ethnicity or social class.[17] In an examination of the school achievement of eleven-year-olds, ethclass contributed a little more than 10% of variance in performance on standardised tests in English and mathematics. The older Australian high and low socio-economic status groups had higher achievement than the non-English speaking groups, all of which were of low

socio-economic status. The reverse applied to educational aspirations. Some indication of different levels of family support in education by ethnic origin was revealed by the percentage of families who never helped their children with English: Greek 87%, Italian 75%, from the region of Yugoslavia 68%, English 19%, low socio-economic status Australian 14%, high socio-economic status Australian 10%. These figures are not meant to be any indication of total support in education; families who do not, or cannot, help their children with English may still have high educational aspirations and be supportive in other ways.

2.67 In 1979 Martin and Meade published a follow-up study of students who had been in year 9 in Sydney high schools in 1974.[18] They found that a higher proportion (41%) of students from a non-English speaking background had proceeded to higher school certificate level than Australian English speaking (30%) and other English speaking (35%) students. There was a marked variation among the ethnic groups with a concentration of Italian, Lebanese and Maltese in the early leavers.

2.68 On the subject of family aspirations and needs, it must seriously be questioned whether schools have been able to meet the needs of immigrant families. In an intensive study of four inner-city schools in Sydney, Professor C. Turney and his associates found that 90% of immigrant parents wanted their children to complete the higher school certificate year. Teachers estimated that only 15% would achieve this level.[19] It was also found that 50% of parents had made use of ethnic schools although only 10% of parents were actually in favour of separate ethnic schools. Reliable figures for ethnic schools are not available but it is understood that the number of ethnic schools across Australia and total enrolments in them are growing rapidly. Ethnic groups clearly have educational, religious and other cultural aspirations which the normal school systems have not usually been able to meet. Meade found in his review for the Inquiry that many non-English speaking immigrant parents lacked a good understanding of what actually happens in regular schools. Because of the language barrier many do not go to any school activities and do not contact the school on their own initiative. A sizable number in the study did not know what the 'P & C' is.

2.69 It is the Committee's view that new attitudes, knowledge and skills on the part of teachers would represent a most important aspect of a renewed effort by education systems to meet the educational needs of children of recent immigrant background at school level, and this is taken up at appropriate points later in the Report. The Committee has noted the recent statement of the Commonwealth Minister for Education on the need for forging closer links between regular schools and part-time ethnic schools.[20] This is an appropriate area for further investigation and possible future co-ordination with those ethnic schools that are community based. Such a development would have implications for both the pre-service and in-service phases of teacher education.

2.70 Aborigines do not constitute a homogeneous group. There are, for example, significant differences as well as similarities between those who live in traditionally oriented communities, on rural reserves, in country towns and in larger cities. As well there are differences within any one group. There are marked cultural differences between the Aboriginal people and the non-Aboriginal society. In the past neither the wider society nor the schools have recognised the validity of these differences. Consequently, the schooling system has failed to meet the needs of the Aboriginal people. Education is the key to development and self-management of Aborigines as of any other people. To fulfil this role the education system must both reflect and meet the needs and aspirations of Aboriginal people.

2.71 The Terms of Reference directed the Inquiry to consider the needs of children from ethnic and Aboriginal communities. The Committee has added isolated children as another category requiring comparable attention from education authorities, teachers and consequently this Inquiry.

2.72 Isolation needs to be regarded as a relative term. All children in rural areas may be thought of as experiencing a degree of isolation. Extreme isolation is commonly experienced by children in the most remote areas but the phenomenon and its associated consequences can occur in locations not far distant from population centres. The extremes of isolation need to be considered not only for those children attending schools in remote areas, but also for children from these areas who board at boarding schools or hostels; such children may continue to have special needs because they come from families that are in some degree isolated. Problems are also faced by children who lead isolated lives in urban areas, but there has been little research on these in Australia.

2.73 Most commentators on the education of isolated children stress the disadvantages associated with isolation. While the Committee accepts that there are disadvantages and believes special action is required to help these children overcome barriers to their development, it would wish to stress also that rural children enjoy particular advantages arising from their life circumstances; these may include closeness to the processes of nature, freedom from urban trauma, membership of close-knit communities, attendance at small schools where there are enhanced opportunities for child involvement and participation in the life of the school and for more marked interaction between school and community. Consequently, teachers of isolated children are not only faced with the task of meeting the problems suffered by their students but also with the challenge of developing an educational experience for them that builds on their worthwhile interests and capitalises on the benefits country children do enjoy.

2.74 The special needs of rural students have received some close examination in the last ten or twelve years. From the various studies,[21] the following themes are seen to be of particular relevance:

rural children have the right to equal educational opportunity;

there is marked diversity within the population of isolated children;

within this population there exist children with special educational needs (pre-school children, children with learning difficulties, Aboriginal children, immigrant children); and

specific challenges which require positive and constructive response include:

- the development of appropriate links between the schools and their communities (such links have special relevance for the issue of consolidation of small schools versus the maintenance of one and two teacher schools);
- the development and implementation of curricula which reflect both the core curriculum as appropriate for all children and the specific needs and circumstances of isolated children; particular attention is required to ensure curriculum breadth and specialisation at the secondary level; and at the pre-school level family-oriented support and services are required;
- the devising of appropriate school to work transition experiences;
- the development and integration of appropriate resource and specialist services;
- the utilisation of developing technology and distance education techniques;
- additional financial support for education;
- educational support for parents who have direct responsibility for implementing correspondence and school of the air education for their children;
- creative and professional ways of securing greater stability of staffing schools in remote areas; and

- recognition of the needs of these children for experienced teachers who have received, through in-service programs, preparation for their teaching role in these special locations, a role which requires the ability to establish distinctive links with the community, specific curriculum development skills and insights, knowledge of the relevant socio-cultural groups and the ability to foster the learning of all children, including in some situations, pre-school children.

2.75 The examples given in this section are important illustrations but do not cover the full range of children's backgrounds which teachers may encounter in the classroom. Nothing has been said here, for instance, of the special needs of children from inner urban areas or new suburban developments.[22] Teachers must be alert to a great variety of special educational needs in children, and later chapters comment on how teacher education may prepare teachers for appreciating the distinctive educational needs of each pupil.

International Obligations

2.76 There is an international context to teaching and teacher education. Experience and qualifications are often gained overseas, and knowledge of standards and developments overseas often contributes to what is done in Australian schools and teacher education institutions. However, professional knowledge of the international declarations and agreements that bear on the role and performance of teachers does not seem to be widespread in Australia. Some of these international covenants concern the rights of children and the right to education. Some are cultural agreements with implications for education. Others directly relate to teachers and their roles.

2.77 It is sometimes unclear what status should be accorded to the different decisions incorporated in the declarations. Many of the latter appear to be statements of principle. Participating countries may ratify these statements of international accord or sometimes may simply take note of their existence, and as is usually the case with bills of rights and other declarations with wording generalised or modified or both to suit different signatories, their interpretation becomes a matter for experts.

2.78 The Committee is impressed by the intentions of some of the international documents it has studied. Some documents within the area of the Committee's interest clearly need to be discussed by teachers. For instance, the International Bill of Human Rights and the Declaration on the Rights of the Child both uphold the parents' primary responsibility for the child's education. The Unesco General Conference at its nineteenth session in 1976, adopted resolutions on the need for in-service education for all categories of teachers and for the encouragement of a closer relationship and co-ordination between training programs for teachers for the different school

levels in order to improve the quality of teaching and reduce status differentials. Such documents are relevant in determining the teacher's role and responsibilities, but they need to be publicised and their status clarified. The Committee therefore recommends that:

R2.1 THE COMMONWEALTH GOVERNMENT SHOULD, THROUGH ITS DEPARTMENT OF EDUCATION, ISSUE A STATEMENT ON INTERNATIONAL AGREEMENTS WHICH BEAR ON THE RESPONSIBILITY, RIGHTS AND STATUS OF PRE-SCHOOL, PRIMARY AND SECONDARY SCHOOL TEACHERS AND CLARIFY THE EXTENT TO WHICH SUCH AGREEMENTS IMPOSE OBLIGATIONS ON AUSTRALIA.

The Educational Roles of Other Social Agencies

2.79 Schools must be responsive to the state of society, its continuities and the changes that occur. They should not only be aware of society's general expectations but also of the educational needs of their own communities including the needs of children from a range of backgrounds. They will need to know what obligations there are for schools and teachers that have been determined at an international level. But schools are not required to meet all of the society's needs for education.

2.80 Pre-schools and schools are by no means the only educational agencies in society. Schooling is now increasingly viewed as one component of lifetime education or learning, and clearly there are tasks better performed in post-secondary educational institutions than in schools. But schools also share responsibility for education with other social agencies, such as the family, churches, neighbourhood groups, cultural societies, sporting bodies and public instrumentalities, like the police and health departments. Community-based ethnic schools represent another category of educational agency and public libraries yet another. These other social agencies can and do have a profound influence on human development. Taken together they certainly exert a great educational influence. While the Committee supports in present circumstances the principle of compulsory schooling, it stresses that teachers and the community should be aware of the educative role and potential of other social agencies.

2.81 When the existing situation is reviewed, however, it is apparent that there are no hard and fast rules about the division of functions between the different social agencies. The Committee can for example, state as a principle that in early childhood the family is the prime educator in that it exerts a continuing and profound influence on the child's acquisition of speech and facility with language, development of self-concept and attitudes to others and to learning. An allied principle is that the family should remain the focus of education throughout early childhood, both at the pre-school and junior primary stages. But the reality of the situation is that there is no overall educational authority in the land

which can make an authoritative role analysis for the various agencies and allocate resources appropriately. The agencies, including the school, tend not to be assigned roles but simply assume them, resulting in a dynamic situation lacking any coherent overall plan.

2.82 If schools could be sure that other social agencies were performing their educational roles well, the school would be able to concentrate on a narrower range of tasks than at present. For instance, the Committee has noted the very good relationships that can exist between families and a school; such relationships could permit some further rationalisation of roles. The Committee also sees the possibility that sports education and careers education, for example, could in suitable circumstances be conducted in schools by experts from the community. Schools should seek to concentrate on the roles qualified teachers can perform better than other educational agencies in the society and on important educational tasks not performed adequately by other agencies. The Committee believes, however, that in the period immediately ahead schools will continue to perform a wide range of tasks, a range that may become even wider, for the want of other social agencies to perform roles well. In the longer term, and given continuing diversity in schools, widespread rationalisation of educational roles may become feasible.

Aims and Objectives of Education

2.83 The Terms of Reference require the Committee to state its assumptions about the objectives of education in Australia for the next twenty-five years. Some commentators have assumed from this that the Inquiry will lay down what should be the objectives of education in Australia over this period. The Committee recognises, however, that if this very serious task had been intended for the Inquiry, a committee membership with different orientations would have been appointed. Consequently the National Inquiry has sought evidence and interpreted it in the light of the knowledge that its foremost task was to comment on teacher education. It is, of course, accepted that the objectives set for education do have a great bearing on teacher education.

2.84 In view of its earlier statement of principles and discussion, the Committee believes that a distinction needs to be made between general and specific aims and objectives for schooling. The general aims are those that derive from the values and aims of the society as a whole. The specific aims are those developed within the general aims and appropriate to particular school-communities. The principles affirmed by the Committee in Chapter 1 are examples of general aims which might form a basis for the development of more specific aims and objectives at different stages of schooling and in different spheres of decision-making. Given the emphasis placed by the

Committee on the need for diversity in schooling appropriate to individual need, the Committee believes that specific objectives for schooling should be developed by each school-community and more general aims at system and national levels.

2.85 In the second half of the last decade, a number of State education systems began the process of revision of aims with the intention of developing new formal statements.[23] In 1979 the (Williams) Committee of Inquiry into Education and Training recommended the adoption of a process to achieve the clarification of objectives. That Committee saw a need for ministers of education to initiate public debate and consultation to clarify the general objectives of schools and set reasonable limits; then schools should develop their specific objectives 'in realistic and understandable terms'.[24] While recognising that some States have already engaged in consultation with the public in developing general aims, the National Inquiry Committee endorses for all State systems the need for development of objectives as identified by the Williams Committee. It would go further, however, in urging non-government systems of education and independent schools to engage in reviews of aims. It believes that reviews should be made from time to time to take account of, though not necessarily to endorse, changes in society.

2.86 In Schools of Thought Mary Warnock argued that the society must be involved in the process of determining what schools should do. This is because the first stage of the process must be reflection on the good life, a stage that must involve judgements and which is therefore, in a sense, a political undertaking.[25] The Committee agrees that the society or a community must be involved in the process and would urge those undertaking reviews of aims to examine the procedures which were followed in a similar undertaking in New Zealand in 1974 and in the follow-up process in subsequent years.[26]

2.87 The Committee is under no illusions as to the difficulties inherent in attempts to draw up statements of aims. State and Territory committees and liaison groups wrote to the Inquiry at some length pointing out difficulties even within the one jurisdiction because of the diversity of systems and schools. At the same time calls are often made for the development of national aims for education, and the Committee can see that such a need is strongly felt in the community. No authority presently exists to establish goals for Australian education, and in present circumstances any body attempting the task would meet the problem that there are few clear objectives for Australian society as a whole. The Committee remains convinced that attempts should be made at least to start the process of defining national aims for schooling. The process should be commenced by education systems encouraging relevant discussions by schools in co-operation with their supporting communities and then consolidating the experience gained at the local level. Ultimately the Australian Education Council should be able to develop a national statement of aims for schooling

following further consolidation and clarification of the aims developed within the systems. The Committee therefore recommends that:

R2.2 ALL EDUCATION SYSTEMS SHOULD ENCOURAGE A PROCESS OF EXPLORATION AND DEVELOPMENT OF AIMS AND OBJECTIVES FOR SCHOOLING BY SCHOOLS IN CO-OPERATION WITH THEIR COMMUNITIES. THE PROCESS SHOULD CULMINATE IN THE DEVELOPMENT BY THE AUSTRALIAN EDUCATION COUNCIL OF A NATIONAL STATEMENT ON AIMS FOR SCHOOLING.

2.88 The Committee expects the aims of education to be much discussed throughout the next twenty-five years. In part this will be a sequel to recent attempts to develop statements and may reflect the further procedures that the Williams Committee and this Committee have suggested should be put in train. All this would constitute what this Committee would consider proper: a continuous review of aims and objectives. The recommendations put forward do not reflect a belief that statements can be developed which have lasting validity and are also expressed in such terms as to be perfectly apposite to the needs of a particular age. Sometimes what will be needed will be new ways of regarding and stating old principles, but sometimes new aims or objectives will be needed. A dynamic situation is envisaged, where there continue to exist both a wide measure of agreement about aims - as recently revealed by research into community expectations of schooling - and also individuals, groups and authorities who support the value of pursuing other aims and objectives and use democratic processes to try to have them accepted.

2.89 The success of the procedure for developing aims at school, system and national levels will be dependent on the manner in which schools in their local communities are able to begin the process of clarification. These discussions are likely to be most effective when they take place within a continuing close relationship between school and community. The Committee believes that such a relationship will be productive of lasting benefit to the school, and therefore recommends that:

R2.3 ALL EDUCATION SYSTEMS AND SCHOOLS SHOULD IDENTIFY AND PROMOTE THE CHANGES IN STRUCTURES, PROCEDURES AND PROGRAMS NECESSARY TO DEVELOP CLOSE AND COLLABORATIVE RELATIONSHIPS BETWEEN SCHOOLS AND THEIR COMMUNITIES.

Desirable Characteristics of Schools

2.90 While it seems certain that there will be much discussion about educational aims over the next twenty years, it is important to explore what schools could be like over that period. In order to contribute to its understanding of what teacher education should be like in the rest of this century, the Committee has considered what characteristics it would like to see in Australian schools. The following statements are in line with

the Committee's principles set out in the preceding chapter. They are based on the Committee's understanding of aims and objectives of education and community expectations of schools, and how these could persist or change under the influence of social change and continuities and as a result of developments within the sphere of education itself.

2.91 It is not possible to characterise here all the diverse schools that will be required. No attempt is made to spell out what the Committee thinks atypical schools should be like.

- From the pre-school years to year 12, schools will need to be responsive to the varied needs of the children in our society. There will need to be reasonably varied provision within a system or geographical area of forms of schooling with diversity in structure, identity and emphasis. The Committee favours principles of dezoning, support for alternative schools and experimentation with various organisational and pedagogical arrangements. Provision for diversity within schools will also be required in the interest of implementing curricula in terms of the needs of individual children.

- All schools should recognise that pupils learn at varying paces.

- Schools ought to stimulate, encourage and develop talent in a variety of directions.

- The curriculum ought to have local, regional, national and international themes and reflect the multicultural nature of our society. It should be characterised by elective and optional as well as core studies. Curriculum goals should include high standards of achievement, co-operativeness, responsibility, initiative and flexibility, the avoidance of racist and sexist discrimination and social and environmental awareness.

- Some form of core studies arising from common human characteristics, the need for social cohesiveness and democratic goals and values will be desirable in all schools. Such core studies will also facilitate the progress of students who must transfer between schools.

- In response to demands that students be brought to a wider understanding of the world in which they live, schools will be called upon to explore qualitative issues, which involves the clarification of values and their significance. Human relationships education, environmental education and moral questions arising from social and technological change will become a focus in the curriculum.

- Schools must be regarded as part of the community. Schools will need to develop and adopt core curriculum frameworks to meet local needs and individual student requirements and various means sought for defining the public interest in education. It is essential that the

school should relate well to parents, local community groups, the industrial and governmental complexes and be aligned with the main trends of social, cultural and technological development. An important aspect of the relationship should be mutual respect between school staff and other people in the community. This respect will be based on recognition that teachers and others professionally engaged in education have a good understanding of ways of fostering children's learning, that parents have primary responsibility for the child's education, and that schools are ultimately dependent on the support of the community at large.

- The complementary role of the home and school should be increasingly recognised in the education of young children. Communication between parents and teachers should enable teachers to understand parental expectations and to relate their teaching to the children's out-of-school experiences, and for parents to appreciate the need to vary learning experiences to accord with the child's stage of development. Consideration will have to be given to the need to assist parents to perform their educational roles, especially those parents who do not assume these roles with confidence.

- Recognition of the importance of continuity in learning with stability of relationships requires preparation for children's transition from home, to child care centre, to pre-school and through each phase of schooling. When parents are involved in the process they should provide links between the educational institutions, and discontinuities will be lessened as the school becomes a more integral part of the community.

- To further relationships with the community, qualified teachers should be able to move easily in and out of teaching and other community positions. Part-time teachers should be encouraged in at least some areas of school activities. It would also be desirable for teachers to be able to suspend teaching for extended periods of professional and personal development. In implementing such proposals, care needs to be exercised to limit the risks of disrupting the progress of the pupils. Resource persons from the community should have easier access to schools and be made more use of in planning and implementation of school programs.

- Many schools should become more like community centres or actually be part of multi-purpose community centres. As such they should remain open for long hours and for most of the year. Much learning should take place in the community itself. Through development effected by schools and other educational institutions and the use of computerised information, much learning should take place

in students' own homes, the school and the family engaging in a co-operative endeavour. Sometimes families should join with schools in co-operative exercises in which all participants are learners. Schools should become part of the learning society and schooling should function as an element of recurrent or lifelong education. Thus there would be no need, in order to ensure continued access to formal study, to increase the compulsory period of schooling; rather, alternative means should be sought to provide lifelong access to learning institutions and programs.

- The education of children cannot be divorced from their care, health and welfare. The importance of an integration of services for young children and their families is being increasingly recognised but greater co-ordination of services would be in the interests of children throughout their education.

- One of the ways in which the school should co-operate with other community agencies is in the area of transition to the post-secondary world of further study and employment. Representatives from school, industry, post-secondary education and the general community should co-operate to provide professional help and pastoral care for students moving out of secondary education into other spheres of life. Education for leisure, that is for the utilisation of time which can be disposed of freely, should become a higher priority, particularly in secondary schools.

- Flexibility should be a key characteristic of future schools to allow for responsible adaptation to social and technological change. Not all buildings should be permanent structures; some should facilitate changes in school activities. School use could be made of multi-purpose community buildings and facilities. Flexibility in staffing should allow movement among positions to suit educational goals and personal preferences. School structures should allow integration of learning across different year levels.

- While schools will be closely related to their local communities, they will also be agencies through which the local community is related to the whole world of learning and knowledge. This will be possible by the linking of the school to other educational, scientific and cultural institutions and large-scale information networks, principally through computers and telecommunications. These developments should also permit greater flexibility in school programs.

- There ought to be greater recognition and exercise of the rights of the regional and local community to be involved in schools. A measure of local control of schools is

needed so that appropriate decisions can be taken at the level of the individual school. The exercise of local control will need to be consistent with the task of systems to meet the needs of all children. A balance of authority will be needed between the school, the local community, region and wider system.

- Schools should be continuously involved in self-evaluation. Their evaluation studies should also help schools determine the need to modify policy and practices to accord with social change.

- Effective learning is very much a product of the personal relationship established between the teacher and the student. Teaching should be suffused with personal warmth as this will enhance learning and personality development in most students. At the same time the teacher and school must set demands at an appropriate level in order that high standards will be attained.

The Changing Role of the Teacher

2.92 A major study was conducted by the Organisation for Economic Co-operation and Development from 1972 to 1974 entitled 'The Changing Role of the Teacher and its Implications'. In the report of the study it was confirmed that the teacher's role in member countries was indeed changing in response to a number of influences.[27] A longer period of schooling was becoming common; the teacher's position was altering within a changing structure of authority in the society; the expansion of knowledge and new objectives of a social and personal nature were changing the curriculum in schools; the dominating importance of schooling was giving way to more open education in the total society; and there were changes in the teaching-learning process, with teaching becoming more of a co-operative exercise between teacher and pupil. Such changes, or developments arising from them, continue to affect the role of teachers.

2.93 The Committee sees the role of the teacher continuing to change during the rest of this century, in large measure as a result of the changes and likely developments sketched in this chapter. What will be required of teachers is set out in detail in the next chapter. At this point it is only necessary to review some of the major points which have emerged so far, remembering that while teachers will be called on to perform many activities within the community it is only with their diverse roles in schools that this section is concerned.

2.94 Teachers will need to continue to respond to social change. The new roles women are taking in society and the evolution of this movement is a good example of change requiring change in turn in teaching. On many issues the low level of consensus in society will require new levels of tolerance and sympathy in teachers. Teachers will also need to be aware of important

continuities. Awareness of both trends will be necessary if they are to assist their pupils to think through social and moral issues.

2.95 The teacher in his relationships with the community will need to be responsive to that community. There is now a great demand for teachers to be sensitive to the distinctive educational needs of special communities and to the particular configuration of special education needs characteristic of each pupil. The necessary responsiveness to an increasing local influence on education will call for additional capabilities in teachers. At the same time the teacher will need to maintain the role of the school whereby it functions as a major means of keeping the local community in touch with national and international concerns. Teachers will also be expected to co-operate more closely with other agencies of the educative society. Some of this co-operation could entail undertaking joint educational ventures, with families or neighbourhood groups for example, and co-ordinated work with other authorities, such as health services. Eventually the co-operation may develop into co-ordination, where with mutual agreement schools are permitted to engage on a narrower and more specific range of activities.

2.96 Teachers will need to remain aware of technological developments and their implications for teaching. By way of example, the new levels of information available to families in their own homes through technological developments would seem to imply different tasks for teachers, one of which might be to act as the central agent in the society for assisting children to integrate the information that will come to them from a variety of sources. The enactment of their role will involve the exercise of wise judgement and responsibility. New developments in the communication of information could make for greater equality as country people become more able to participate in information sharing. But at least in the early stages the developments may also increase inequalities as the affluent who can afford the technology also become the information rich.

2.97 The changes will eventually be reflected in the school curriculum. The function of imparting knowledge to pupils will decrease in significance as teachers concentrate more on helping pupils learn how to learn and on encouraging them to assume responsibility for their own personal development. The formulation of new statements of aims and objectives will entail teacher involvement both in the framing of the statements and their subsequent translation into teaching programs. Core studies will be seen to be of critical importance. Leisure studies will be treated with new seriousness. Evaluation will become a continuous activity for teachers but new methods of evaluation will need to be adopted. Increasingly teachers will be expected to seek higher quality outcomes both for themselves and their pupils.

2.98 A further change in teaching aimed at raising the quality of education is the increased use of specialist teachers. Specialist teaching of subjects has long been a feature of upper secondary education; what is new is the increased employment of specialist teachers at lower school levels in such areas as languages, physical education, arts, craft and music. Another innovation in some schools is that a teacher is wholly engaged in careers education. The duties associated with administrative positions in many schools now preclude any classroom teaching and these positions are often considered to require specialist professional development on top of teaching experience. Specialist experience and education are often required for guidance officers in schools and for activity in curriculum development and for advisory roles in curriculum, and are desirable for supervisors of student teachers. Specialist teaching has long been required for special school populations, such as the severely handicapped. Such specialist roles are taken into account in later chapters but the Report's primary focus is on the education of the non-specialist classroom teacher.

2.99 Teachers themselves inevitably reflect the social change in their surroundings, and with the wide pressures for change currently emanating from selected groups in society teachers will need to ensure that their roles remain essentially educative in nature; teachers must not become primarily social workers but must remain educators. This is equally important whether the teacher works in the regular classroom or occupies an administrative position. It is essential for all teachers to be in close touch with contemporary thought and action. This does not imply any narrow conformity but rather that teachers in any society must be socially conscious, alert to and aware of intellectual trends and themselves capable of flexibility, initiative and creativity. The following chapters suggest how these purposes may be achieved through selection and teacher education.

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CHAPTER 3

TEACHER EDUCATION AS CONTINUOUS PROFESSIONAL DEVELOPMENT

3.1 The Terms of Reference ask the Committee to report on present methods and procedures in teacher education and to make recommendations on any changes which might improve teaching and learning in schools. In addressing itself to these tasks, the Committee analysed the roles perceived for classroom teachers and the skills, understandings and attitudes entailed in these roles. This analysis formed the basis for the Committee's views on general objectives for teacher education. At a more fundamental level, however, the Committee was guided by its perception of the ideal teacher. Clearly, no teacher is likely to perform equally well in all of the roles described. Nevertheless, a description of the ideal constitutes the proper basis for an inquiry whose major concern is the quality of education; it also provides a framework within which to examine present and proposed practices. The recommendations which the Committee puts forward in this Report are intended to assist increased numbers of teachers to approach more closely to the ideal.

General Objectives for Teacher Education

3.2 The most general objective for teacher education is to identify and prepare sufficient numbers of teachers, of both sexes and of sufficient quality, for the projected number of school pupils. It must do so in ways appropriate to social aims and changing circumstances and within the resources available to it. In meeting this responsibility teacher education programs are necessary at both the pre-service and in-service levels.

3.3 Teacher preparation must be based primarily on components of general education which contribute to the personal education of the teacher and strengthen his grasp of the subject areas in which he will be competent to teach. The following goals or objectives take this general educational background for granted and are largely concerned with the professional aspects of teacher education. The education of the teacher must achieve professional standards, since professional judgement is constantly required in the teaching situation.

3.4 In terms of general objectives, teacher education should:

- foster the cognitive, emotional, social and cultural development of the student, including self-awareness;
- enhance sensitivity to the needs of children from different backgrounds and their rights to opportunities in education;

- increase awareness of the social context - international, national and local - and appreciation of social continuities and change;
- expand awareness and understanding of the physical environment;
- portray education as a lifelong process;
- deepen understanding of the complex and changing role of the teacher in relation to the needs of children, the standards of the profession and the requirements of the community;
- develop in the student and the practising teacher the knowledge, skills and confidence to teach effectively and to assume specialist and administrative roles as required and accepted;
- encourage the development of a personal philosophy of education;
- instil acceptance by the student or teacher of his need for continuing professional development;
- familiarise the student with the methods by which knowledge is acquired about the principles, structures and processes of education;
- promote a flexibility of outlook in the student to enable him to cope with the continually changing context of teaching and with changes within education; and
- develop and consolidate in the student and teacher a co-operative attitude in relations with parents, the local community and other social institutions with educational roles.

3.5 Particular teacher education institutions may adopt additional goals. The total development of students could be set as a goal by a teacher education institution on the grounds that teachers must be concerned with the total development of their pupils and that it is educationally unsound to educate people in particular areas without paying due regard to the whole person. Other teacher education institutions may wish to stress the spiritual development of their students as it would be expected that they will be professionally engaged in schools which affirm a spiritual basis for education.

3.6 While such additional objectives may be set by particular institutions the general objectives listed above are considered by the Committee to be appropriate for all courses of teacher education.

The Continuing Professional Development of a Classroom Teacher

The Teacher as a Person and a Professional

3.7 In this section, the Committee describes its concept of the ideal classroom teacher in terms of the attributes and qualities, both personal and professional, which make up that ideal, and which should be sought and fostered in the process of teacher development.

3.8 The teacher as a person needs to have developed a range of personal attributes:

- a teacher needs to be a well-educated person, to have integrated the knowledge derived from his studies and life experience, for he acts as mediator between the student and the world of knowledge; one of his functions is to stimulate the student towards an ever-more extensive and intensive understanding of the world;

- a teacher needs to have developed mastery of at least one domain of knowledge, so that he appreciates the inherent structure of that discipline, the interconnectedness of its elements and its own internal logic which determines its modes of inquiry and its canons of proof; this appreciation and an understanding of the orderliness of knowledge are basic to effective guidance of the young towards intellectual maturity;

- a teacher needs to value excellence and scholarship and to attach importance to his own continuing development and, in addition, to value excellence in a wide domain of human endeavour if he is to be an active and alert mentor of the young;

- a teacher needs a wide understanding of society and of the rate and directions of change and continuity in the society within which pupils and teachers co-exist and must value the diversity within that society if he is to assist his students to develop attitudes and orientations consonant with their membership of a multicultural society; he needs, too, to understand the national and international contexts of that society;

- a teacher needs to value all students, whatever their cultural membership, in order to be able to guide their learning and promote their positive view of self;

- a teacher needs to be flexible and adaptable if he is to be an effective teacher as changes are experienced in society, changes in the philosophy and contexts of education, changes in the value systems underlying the functioning of the social system and, in particular, of schools. At the same time, the teacher needs to be

discriminating, able to determine underlying continuities within the society and within school practices, retaining what is valuable and of continued relevance as response to change is achieved; and

- finally, a teacher needs to know himself, to reach an explicit understanding of the values which guide behaviour and aspirations as well as his reactions not only to the school but also to the wider world.

3.9 The teacher as a professional must have developed a wide range of knowledge, understanding and skills, must exhibit appropriate attitudes to students and their community and to the profession and must have commitment to certain values:

- there must be commitment to the role of the teacher, with a developed personal philosophy of education, and the teacher must believe himself accountable for his students' progress and continuously seek for ways of helping all students to learn;

- a teacher must demonstrate to society a concern for education and be prepared to act as its advocate in stressing the value of an educated society;

- a teacher must understand theories of learning and development and must, through his understanding of theories of teaching, be able to create and structure experiences which will foster students' learning;

- a teacher must be a master of teaching strategies, knowing when and how to assist each of a diverse group of students towards the goals of learning;

- a teacher needs to understand children with a wide variety of characteristics and to foster each child's learning within the constraints and potentials of these characteristics;

- a teacher must be able to plan and implement a total and integrated set of learning experiences, tailoring experiences and resources to meet the needs and abilities of a diverse clientele; he must, moreover, be able to evaluate the effectiveness and appropriateness of the curriculum which he implements and assist in the process of curriculum development through local, regional, State and national committees;

- a teacher must be able to communicate accurately, sensitively and courteously as he interacts with students, parents, community members and professional colleagues; such ability rests on an understanding of and a respect for his audience;

- a teacher needs to know why some children find some of the learning tasks difficult, to be able to diagnose their specific difficulties, to anticipate their problems and to develop materials and resources which will help them surmount their problems;

- a teacher needs to be able to use a wide variety of approaches, both formal and informal, to assess students' progress towards the whole range of school goals, to diagnose their weaknesses and to build up a profile of their comparative strengths and weaknesses as a guide to the stimulation of their further development;

- a teacher needs to be able to involve both students and their parents in the evaluation of progress and to make meaningful reports on progress to students and parents, to colleagues, to the wider school system and to representatives of the wider society, such as employers;

- a teacher needs to collaborate effectively with specialist agencies; and

- finally, it is necessary for each teacher to establish productive relationships with all his students, to value all students and to identify and stimulate the development of talent in its many forms.

3.10 As a member of the school staff, a teacher must develop appropriate collegiate relationships, being responsive to his colleagues (professional and para-professional) and making his proper contribution to school policies and programs. With experience and developed expertise, he has a professional responsibility to assist in the induction of beginning teachers, and, to ensure the continuance and renewal of the profession, he has a particular contribution to make to the professional preparation of new generations of students who seek to enter the profession through enrolment at teacher education institutions and, moreover, to contribute his insights to the development of programs in those institutions.

3.11 Not least among professional responsibilities are the relationships a teacher establishes with the community of the school and the parent body. It is necessary to achieve a view of education which encompasses the co-operative functioning of school, home and community. This requires the teacher to recognise the validity of parental and community involvement, and to be receptive to their views, particularly in helping to determine the policies of the school. A teacher must actively seek to understand the community and to encourage its active involvement. He needs to foster co-operative relationships and to help the parents to realise their critical role both in supporting their children's learning and in assisting teachers to understand their children. He needs to learn the resources of the community available, or potentially available, to foster the children's school learning. As a highly educated member of

the community he has a responsibility to contribute to the well-being and further development of the community which the school serves and also the wider community and society.

The Preparation of the Teacher

3.12 This view of the teacher portrays a professional charged with the execution of a complex and demanding array of tasks and responsibilities. This raises the question of how he can be adequately prepared to fulfil these roles.

3.13 The answer is in part dependent on selection and recruitment policies; these are discussed in Chapter 8. For the present, we can accept that individuals entering the pre-service phase of professional preparation have demonstrated a level of intelligence and a mastery of knowledge sufficient to identify them as belonging in the top quartile of the total age group, as judged by one form or another of examination or assessment. Those who enter straight from school will have developed a view of life and an array of personality attributes and a level of personal maturity arising from the experiences of seventeen or eighteen years of living. Others, increasingly numerous, but still a minority, will have, before entering the teacher education institution, become involved in the work force or in a variety of activities and experiences that have extended their general knowlege and helped them to attain a greater level of personal maturity.

3.14 Thus the student body is comprised of a diverse group of individuals, varying in almost all their attributes, even their commitment to joining the teaching profession; they tend to have in common the achievement of the early stages of intellectual and personal maturity.

3.15 Bearing in mind the entering characteristics and the attributes desired of teachers, each of the groups of attributes must be considered to determine to what extent they can be developed to an appropriate degree in a pre-service program and to what extent their achievement is dependent on continuing experiences with children in a classroom setting, on growing maturity, and on later study built on earlier achievements and these experiences.

3.16 Diagram 3.1, which is appended to this chapter, presents a profile of teacher competencies which can be expected to develop over time. The left hand column shows competencies and characteristics which might reasonably be expected of the beginning teacher. Further development into a highly competent professional requires not only time but also continuing study, structured experiences and input from a variety of sources. No attempt is made to impose time lines on these further developments; growth towards competence is an individual matter depending on idiosyncratic characteristics in interaction with particular teaching situations. Nevertheless, although progress through stages of competence and the

assumption of responsibilities will vary, all teachers will need to achieve these successive stages. Systems should plan and implement career development programs for classroom teachers as well as actively encouraging teachers to assume responsibility for their own continuing professional reading and reflection.

3.17 In describing the functioning of the beginning teacher and his needs for ongoing professional development, the Committee makes a number of assumptions about initial school placement. First, it is assumed that appointment is made to a school which services, in the main, the socio-cultural group to which the teachers concerned belong. Teaching requires an intimate understanding of pupils, a knowledge of their experience, of their ways of responding to cues, of their orientations to the world and their manner of relating to others and especially to adults. These characteristics tend to be culturally determined. Where, therefore, the teacher is of the same cultural group as the students, mutual understandings are facilitated and the beginning teacher can more easily practise his role and develop confidence and competence as a teacher. On this basis, he can later move on to fostering the learning of students of more diverse cultural backgrounds. Second, it is assumed that appointment is made to a school staffed by experienced administrators and where most of the teaching staff are experienced teachers. All teachers need the support of such staff as they become initiated into the practice of the profession, able to turn to colleagues for guidance in the solution of problems and for translating their theoretical understandings into a program of experiences for students. Third, it is assumed that the school has reasonable access to professional resources, so that the teacher can be assisted to the maximum degree in making a successful transition from student teacher to teacher. It should be noted that if beginning teachers are placed in an area served by professional resources they are able to come together to share their experiences and through this sharing to build their confidence as they discuss issues from a common perspective.

Personal Characteristics

3.18 The further growth of the teacher-to-be as an educated person can and must be facilitated, through both liberal and professional courses, in the pre-service teacher education program. Limits are imposed, however, by both the diversity of studies to be encompassed and by the nature of learning itself. The foundations and the requisite attitudes can be established during the pre-service phase, but learning is a cumulative process. Continuing stimulus, continuing study, continuing extension of the teacher's intellectual insights are necessary if the status of scholar appropriate to the role as teacher is to be achieved. Continuous pursuit of excellence in his own work is essential if a teacher is to value excellence in the work of others.

3.19 Furthermore, where the discipline or disciplines studied by the teachers form a direct basis to their teaching, particularly at the secondary school level, they need constantly to return to the study of their disciplines, achieving a deeper understanding of them, expanding their knowledge of those aspects which are central to the school curriculum, and keeping abreast of new insights generated by successive generations of scholars.

3.20 During their initial studies, teachers learn of the Australian and the wider society as they exist at a particular point of time. But throughout their teaching lives they need to have a contemporaneous view of society, aware of the directions and rate of change and aware, too, of underlying continuities. The facts of change spread unevenly across the fabric of society, require continuous study of the human environment if the teacher is to present to the students a valid and current study of any society. With increasing maturity and continued study the teacher is better able to understand the dynamics of society and act as a wise interpreter of it to the students. Through life experiences as an adult and the opportunity to reflect upon these through continuing study, it should be possible to ensure growth in understanding and appreciation of the cultural diversity within the nation and within each of its States and Territories. The study which precedes these life experiences is likely to be limited to an intellectual understanding; further study, capitalising on those experiences, can shape attitudes and values which orient positively to this diversity.

3.21 The goal of self-knowledge, knowledge of oneself as person and as teacher, is an ultimate goal towards which teachers should strive but the achievement of which requires maturity and the opportunity for reflection. These opportunities are limited in the day-to-day demanding life of the classroom and the daily business of living. As a teacher continues in his professional role, he needs periodic opportunity for self-examination, for a critical appraisal of his performance as teacher and for the setting of personal and professional goals for the forthcoming years. Increased maturity and wisdom and understanding of the teaching/learning process and of societal expectations of the school allow the teacher to envisage and to accept an extended role in the exercise of professional responsibilities. This examination requires both personal reflection and shared discussion with colleagues and/or senior officers of the system and staff of teacher education institutions.

Professional Characteristics

3.22 The complexity of the education process, of its multi-faceted nature and of the multiple determinants of its outcomes can be but imperfectly grasped during initial study. A more complete grasp - essential to effective teaching - requires experience in the role of teaching. This experience provides the crucible

in which the theories learned earlier are tested and permits the illumination of the theories as their cogency and validity become apparent and useful in the problem-solving life of the young teacher. The experiences make the young teacher more aware of the need for a framework to interpret those experiences, to provide guides for his endeavours. Theory, revisited in the light of experience, gains relevance and utility and can be incorporated by teachers into their own philosophy of teaching.

3.23 Similarly, a personal philosophy of education emerges as the teacher enacts the teaching role and grows in understanding of the ways and the manner in which children grow and develop as a result of their experience both within the school and in the wider context. The theories studied earlier are filtered through experiences and private values to become a personal philosophy of education. Return to an examination of the theories allows the experienced teacher to make explicit his own philosophy; until it is clarified and made explicit it cannot serve as a sure guide to teaching behaviour.

3.24 The beginning teacher's task in the selection and implementation of a program of learning experiences for his students is to make use of available curriculum guides and to select from available resources. While he has a theoretical basis to guide his choices and decisions, lack of experience requires considerable guidance from more experienced colleagues. As a teacher comes to understand the learning needs and characteristics of students and as he becomes familiar with the total school curriculum policies and programs, there is opportunity to extend curriculum planning, and within the framework of the school's program, to make modifications to available plans, to develop new resource materials to suit a personal teaching style and students' needs. With experience, a teacher is expected to extend the arena of decision-making, to be able to develop a total curriculum for students in a primary school class or, in the secondary school, to integrate the curriculum in those subjects for which he is responsible with the total experience of the student. The experienced teacher is expected to be able to evaluate the curriculum which he develops and implements and, in the light of this evaluation, to make necessary modifications. The early studies in the pre-service phase of teacher education cannot provide an adequate basis for all these later complex decisions. As in other areas, curriculum theory needs to be revisited, to be studied more extensively in the light of new understandings of, and perspectives on, the school program; otherwise the theories lie unused and practice becomes less efficient, uninformed as it is by theory or by research.

3.25 New curriculum developments in existing study areas also demand professional study by teachers if the goals of the planners are to be achieved. Imperfect understanding by teachers of the thinking underlying new developments and lack of grasp of

methodologies appropriate to those developments vitiate the new plans and the curriculum as implemented becomes a distorted version of the planned curriculum. As society changes its expectations of the school and as new elements are added to the program these, too, require careful study, analysis and planning by teachers.

3.26 The continuing professional development of teachers in the area of curriculum requires individual advanced study by teachers as well as group study and workshops by teachers with a common concern and also, if the program of the total school is to have an integrity and if it is to be internally consistent, developmental work by the total school staff guided by curriculum advisers and experts and informed by community input and advice. Teachers working in pre-school education will need to consult with junior primary teachers at the next stage, and secondary teachers with primary teachers, to achieve continuity in curriculum.

3.27 The pre-service experience presents for study by the teacher-to-be a range of pedagogical skills, knowledge and techniques. His practice teaching and micro-teaching experience allow him to develop some mastery of these skills and techniques. However, the range of skills and the level of mastery are inevitably limited both by the restrictions imposed on the teacher trainee, who interacts with the children for but a relatively brief time, and by the fact that it is necessary first to master the less complex of these skills. The full exercise and hence mastery of the skills requires continuous practice in the teaching role when the teacher is charged with the major responsibility of children's learning in the classroom. Once secure in a limited repertoire of skills, a teacher needs to develop the more complex skills and the greater range of strategies required for the effective teaching of all students. Gradually, as the teacher becomes more adept at recognising individual needs, distinctive and preferred ways of fostering children's learning are evolved and approaches are diversified. While experience alone will help towards this wider competence, a teacher is likely to need and to profit from periodic further study of children, their characteristics, and the repertoire of ways to foster their learning and development. Such further study also enables the teacher to incorporate into his range of strategies new suggestions arising from ongoing research and development activities and also to learn how to capitalise on new technologies.

3.28 As the teacher moves from the status of beginning teacher, he needs to adopt new roles in his interactions with other staff members, assuming gradually a more responsible role as he comes to see himself as an integral part of the teaching/learning community. Once he has established some confidence and security in his role of teaching the children in class, it is necessary to reconsider his position in the school and the contributions expected as a mature staff member. Opportunities

for the school staff, as an entity, to reflect upon its common purpose and improved ways of achieving its goals will permit all to contribute their growing expertise and insights and to identify themselves firmly as members of a corporate body.

3.29 With maturity and growing expertise, the teacher needs the opportunity to develop new skills and to acquire further knowledge that will allow him, while remaining a class teacher, to play specialist roles within the school. The types of specialisms will be a function of personal orientations and aspirations, will embody opportunities for further learning and will recognise the needs of the particular school.

3.30 During the pre-service phase, the teacher-to-be studies the roles of community members and parents in the educative process, but has limited opportunities to interact with them. Indeed, it is not until a teaching position is taken up that there is a specified community and a specific group of parents with whom interaction must take place. The growth of interaction skills requires practice, and moreover, practice in a climate in which the teacher feels some confidence in himself as a professional person. From this base and from the perspective of a more mature adult who understands the determinants of children's learning, a teacher is then ready to seek to involve parents in children's learning, to seek out the resources in the community which may be capitalised upon in the creation of a teaching environment, and to be receptive to parents and to their suggestions. As a teacher begins these meaningful interactions with the community, and in particular, with the parents, the process can be facilitated and expedited if opportunities are created for parents and teachers together to explore their complementary and collaborative roles in the education of the children.

3.31 In the preceding paragraphs the Committee has conveyed its understanding of the optimal sequences of development as classroom teachers discharge their responsibilities. Some will move in their careers to positions of administrative responsibility or into specialist roles. The next chapter explicates the ways in which the continuing development of the teacher and the development of administrative and specialist competencies may be facilitated.

DIAGRAM 3.1

THE CONTINUING PROFESSIONAL DEVELOPMENT OF CLASSROOM TEACHERS

BEGINNING TEACHER ⟶	EXPERIENCED TEACHER ⟶
I PERSONAL CHARACTERISTICS: THE WELL-EDUCATED PERSON	
Mastery of a range of knowledge	Extension of knowledge (depth and breadth)
Integration of knowledge	Continuing integration of knowledge
Understanding of at least one discipline and its structures and methods of enquiry	Further mastery of discipline and awareness of changing conceptions of discipline
Belief in intrinsic value of knowledge	
Valuing of excellence	Appreciation of excellence in an increasing diversity of human endeavours
Orientation to own continuing general development	Active involvement in extending own general knowledge
Knowledge of Australian society and its cultural composition (historical and contemporaneous perspectives)	More extensive understanding of Australian society and all groups within the society, of changes in demographic patterns and of changes in inter-group relationships. More extensive understanding of international, national, State and local scenes

BEGINNING TEACHER ⟶	EXPERIENCED TEACHER ⟶
I PERSONAL CHARACTERISTICS: THE WELL-EDUCATED PERSON (cont'd)	
Awareness of and sensitivity to diversity and acceptance of validity of cultures/sub-cultures	Increasing awareness
Knowledge of Australian value systems	Understanding of changes and continuities in value systems Understanding of Australia in the international context
Flexibility and adaptability	
Self-knowledge	Increasing knowledge of self Development, commitment to a personal value system
II PROFESSIONAL CHARACTERISTICS	
A. Professional Development	
Emergent philosophy of education	Further development of a personal philosophy of education
Understanding of a diversity of value systems	
Belief in personal accountability for children's learning	Continuing search for ways of ensuring that accountability demands are met for all students

BEGINNING TEACHER ——→ EXPERIENCED TEACHER ——→

II PROFESSIONAL CHARACTERISTICS (cont'd)

Commitment to the value of education

Increased ability to interpret education to wider society

Ability to act as advocate for education and the goal of an educated society

B. Understanding of Education As Process

Knowledge of educational foundations:

- Understanding of theories of education
- Understanding of philosophical, sociological and psychological contexts of learning
- Knowledge of theories of teaching
- Commitment to teaching role

} Extended understanding arising out of continuous experience as teachers and reflections upon earlier studies in the light of this experience

BEGINNING TEACHER ——→ EXPERIENCED TEACHER ——→

II PROFESSIONAL CHARACTERISTICS (cont'd)

C. Pedagogical Skills and Knowledge

Implementation of curriculum Ability to utilise existing curriculum guides, to make appropriate and discriminating choices from among available learning resources and schemes, and with school guidance, to implement a coherent plan of teaching and learning experiences	Modification and adaptation of existing curriculum guidelines, increasingly judicious choice of available materials, and development of resource materials to suit particular needs of students Increased knowledge of total curriculum across all year levels, particularly programs that precede and succeed programs for own class Beginning contribution to school curriculum development Increasing ability to utilise learning resources of the community (human and material)	Ability to set curriculum goals for various groups Ability to evaluate curriculum in terms of appropriateness to school policies and goals and to particular student groups Major contribution to school curriculum development and for example to state curriculum committees
Communication skills Ability to communicate effectively with students, parents and other staff	Increased ability to communicate effectively with a diversity of students Increased understanding of influence of teacher-student relationships upon effectiveness of communication Increased understanding of rules of language use in various cultural/ sub-cultural groups	Extended ability to communicate with parents and community about school goals and problems Extended ability to communicate with teachers at other levels of the school system

BEGINNING TEACHER ——→ EXPERIENCED TEACHER ——→

II PROFESSIONAL CHARACTERISTICS (cont'd)

C. Pedagogical Skills and Knowledge (cont'd)

Range of pedagogical skills (limited repertoire) for example structuring of experiences and feedback	Increasing repertoire of pedagogical skills	
Classroom and program management with specific age range	Extended understanding of and ability to foster learning of wider diversity of children: age, ability, socio-cultural group	Determination of age-ability-socio-cultural group with whom most effective
		Increased ability to foster the learning of all children in heterogeneous groupings
	Ability to foster individual progress	
Some ability to diagnose learning difficulties and to choose appropriate materials	Increasing ability to diagnose learning difficulties	Skill in anticipating difficulties
	Ability to devise and implement prescriptive teaching approach	Highly skilled diagnosis
	Ability to develop appropriate materials	Extended ability to develop appropriate materials
Some knowledge of characteristics of a range of children with handicap	Increased knowledge of children with handicap and ability to foster their learning	

BEGINNING TEACHER ——→ EXPERIENCED TEACHER ——→

II PROFESSIONAL CHARACTERISTICS (cont'd)

C. Pedagogical Skills and Knowledge (cont'd)

Assessment of pupil progress formative summative	Mastery of an increased diversity of approaches to assessment - both informal and formal	Ability to develop and utilise profiles of individual strengths and weaknesses
	Development of skill in involving parents and pupils in assessment of pupil progress	Ability to develop criterion-referenced tests
Reporting of pupil progress	Development of ability to provide parents and pupils with clear indications of pupil progress	Increased ability to communicate pupil progress to other teachers, employers
	Increasing ability to see reporting of pupil progress as a two-way interaction process	
Knowledge of specialist agencies and when to initiate referral of pupils (probably over-refer)	Increasing skill in determining when to refer children	
	Increasing knowledge of functioning of specialist agencies	
	Increasing ability to communicate with specialist agencies	

BEGINNING TEACHER ——→ EXPERIENCED TEACHER ——→

II PROFESSIONAL CHARACTERISTICS (cont'd)

C. Pedagogical Skills and Knowledge (cont'd)

Appropriate attitudes towards all students	Increasing knowledge of, sensitivity towards and valuing of various groups of students	
Ability to establish productive relationships with students		
Recognition of and commitment to excellence	Valuing of excellence in its varied forms	Increasing ability to identify and stimulate the further development of a range of talents

D. Interactions with Other Staff

Develop appropriate relationships with:	Development of relationships appropriate to developing experience as teacher	Increasing contribution to school policies and programs
. Administrators . Colleagues Professional (intern) Personal . Para-professionals		Assumption of responsibility for induction of beginning teachers (and later supervision of teaching practice)
. Resource personnel	Development of skills in utilising resource personnel	Increasing ability to work with other professionals
	Development of ability to function as a member of a teaching team	Development of ability to act, when appropriate, as team leader or team member

BEGINNING TEACHER ⟶ EXPERIENCED TEACHER ⟶

II PROFESSIONAL CHARACTERISTICS (cont'd)

E. Interactions with Parents/Community

Appropriate attitudes to parents/ community and their role in assisting formulation of philosophy of school and its broad curriculum	Understanding of school community Increasing ability to interact with parents/community concerning school goals and programs Increasing ability to encourage parent/community involvement in school program Increasing ability to utilise resources of community. Appreciation of non-formal education role of parents/community	Development of a philosophy of school as an institution of the community

F. Role as Member of School Community

	Development of specialist areas of expertise for example: in a particular curriculum area in personal guidance of students in work with potential early school leavers in career guidance as home-community link person	
Contribute to extra-curricular (or total school) program in the lines of own interest and scholarship	Increasing recognition of and commitment to own optimal contribution Increasing contribution to community	

CHAPTER 4

TEACHER DEVELOPMENT: IN-SERVICE

4.1 The Terms of Reference required the Committee to have regard to the nature and provision of in-service education for professional development as well as to the provision of opportunities for teachers to gain insight into and experience of contemporary society.

4.2 The Committee firmly endorses the concept that teacher development is a continuous process encompassing pre-service preparation, induction into the teaching profession, and in-service activities. The preceding chapter analysed the professional knowledge and skills, and the personal attributes that a teacher could reasonably be expected to develop throughout his career. In the present chapter, the Committee discusses how in-service activities contribute to the continuing development of individual teachers and to the improvement of the quality of the teaching profession.

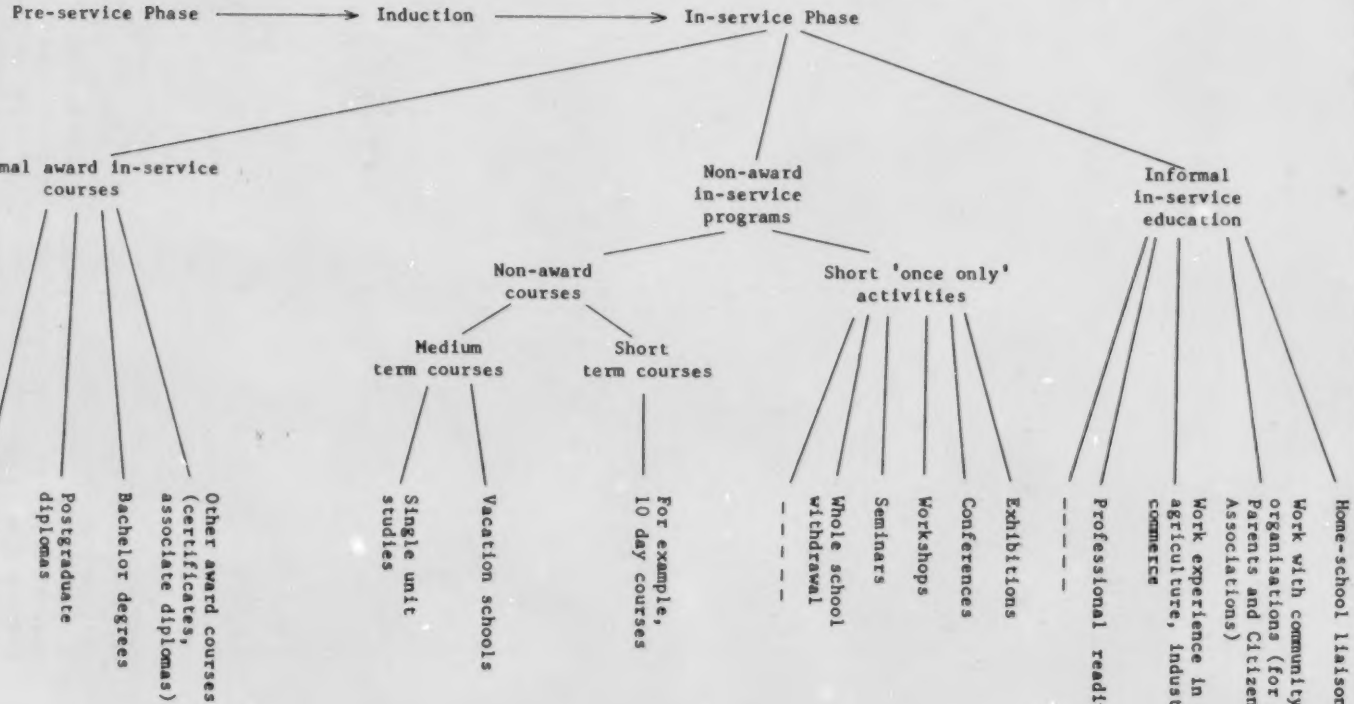
4.3 The primary focus of the Report is on the education of the non-specialist teacher. However, the Committee recognises that the requirements of specialist teachers and of administrators form an integral part of any comprehensive approach to teacher development. Particular in-service provisions for specialist teachers and for administrators are dealt with later in this chapter.

The Significance and Nature of In-service Education

4.4 The Committee anticipates that over the next twenty-five years the continuous professional development of practising teachers will become the major means of safeguarding and further improving the effectiveness of the teaching force and thus the quality of learning in Australia's 10 000 schools and pre-schools.

4.5 In the 1960s and for most of the 1970s new graduates appointed as beginning teachers constituted a sufficiently large proportion of the total teaching force in any one year to be a significant influence for renewal, adaptation and change in schools. This situation is now rapidly changing and, on projections developed by the Tertiary Education Commission, new graduates will comprise as little as 6% of the teaching force in 1985.[1] In other words, by the mid-1980s, 94% of teachers will already be in the school system at the beginning of each year, and any further improvement in the quality of teaching will depend substantially on their experience of further professional development.

Diagram 4.1: The In-service Phase of Teacher Development



4.6 The significance of in-service education is also underlined by the following considerations:

- the recognition that it is neither possible nor desirable to treat in a pre-service course all the elements relating to a teacher's work;
- the acceptance of lifelong learning as a basic principle as the rapid expansion of knowledge becomes an emerging characteristic of all professions;
- the fact of continuing technological, economic, cultural, social and political change which will affect the work of schools and will need to be taken into account by teachers;
- the need to support continuing changes and innovations in education itself. For example, in recent years there has been increased devolution of responsibility for curriculum planning, more school-based decision-making, and increasing interaction between schools and other educational agencies;
- the need for qualified teachers to be trained for new and emerging roles within the classroom, the school and the education system; and
- the necessity to take account of the rights of all children to be educated to the maximum level of their capacity and the needs of individual teachers who, in an unrelieved classroom setting, may easily lapse into triviality and lose their enthusiasm and commitment.

4.7 The Committee views in-service education as a broad process characterised by activities falling into three categories:

- formal award in-service courses; for example, upgrading courses, degrees, postgraduate diplomas, higher degrees;
- non-award in-service programs; for example, semester courses, vacation schools, conferences, school development programs, school-based programs; and
- informal in-service education; for example, community work, professional reading, experience in industry and commerce.

4.8 This view of in-service education (see also diagram 4.1) is more comprehensive than the view taken in many submissions received during the Inquiry. Many submissions restricted their consideration of in-service education to non-award programs; others mentioned only formal award and non-award in-service programs and ignored the third category of in-service experiences outlined above.[2] However, the Committee believes that an expanded range of provision (as encompassed by the three categories) is required in order that the major objectives for quality improvement in teaching can be met.

Present Situation

4.9 In-service teacher education is already a characteristic of Australian education. In 1977 at least $85m, approximately 3% of the total expenditure on school level education that year, was spent on in-service education.[3] Table 4.1 gives an overview of the types of costs and the estimated expenditures involved.

TABLE 4.1

Estimated Expenditure on In-service Education in Australia (1977)

Source of Funds	Types of Costs	Estimated Expenditure
a. State and non-government school authorities	Salary costs for teachers on part-time or full-time study leave.	$35m
	Salaries of in-service education branches and consultants not met from Schools Commission Services and Development funds.	$17m
	Replacement costs for teachers attending short courses.	$15m
b. Commonwealth Government	Schools Commission Services and Development Program funds.	$18.7m
Total		$85.7m

Source : Schools Commission[4]

4.10 A survey undertaken by the Victorian Secondary Teachers' Association in 1979 revealed that 89% of teachers reported participation in in-service activities at some time in their teaching career.[5] Notwithstanding this survey in Victoria, any attempt to appraise the present situation in Australia is hampered by the complex nature of in-service education and the ill-defined characteristics it presents. By comparison, pre-service teacher education appears relatively coherent, well defined and comprehensible. Major aspects of initial teacher preparation and in-service education are contrasted in the following chart:

Pre-service	In-service
. compulsory training or education	. requirements vary
. substantial agreement about length, sequence and content of training and education	. little agreement
. objectives relatively specific and clear	. objectives varied and wide-ranging
. relatively clear roles for students	. roles often unclear to participants
. substantial agreement on the particular responsibilities allocated to the various agencies involved	. unclear patterns of interaction and responsibility between the larger number of agencies involved
. relatively small numbers involved (intakes approximately 15 000 at present)	. potentially large numbers to be involved (approximately 180 000 at present)

4.11 There is also a lack of precise and comprehensive data across the three categories of in-service education regarding such factors as levels of provision, frequency of attendance, and costs. In particular, the Committee has found it impossible to determine with a sufficient degree of accuracy the time and money involved in informal in-service education either in aggregate or in each of the States or systems. Some limited information, however, is available on the involvement of teachers in formal award courses and in non-award in-service programs.

Formal Award In-service Courses

4.12 In 1978 a total of 11 696 students commenced post-experience teacher education courses.[6] Most of these students were qualified teachers taking part in in-service programs. Part-time enrolments predominated (internal part-time: 5 946; external part-time: 4 382) over full-time enrolments (1 368). In 1975, only 6 243 students had commenced such courses.

4.13 A survey, commissioned by the Committee and carried out by the Australian College of Education, showed that in 1977-78 about 13% of Australia's teachers were taking part in formal award courses offered by higher education institutions; by early 1979, 9% were still undertaking their courses, while 4% had completed them.[7] The preliminary report of the survey commented that there has been a major thrust to improve the minimum qualifications of teachers during the 1970s, teachers with lower qualifications having been encouraged by employing

authorities to upgrade to more acceptable levels. The preliminary report suggested that from this higher base level of formal qualifications a decided shift towards more advanced studies could reasonably be expected over the next one or two decades. The Committee agrees with this observation and believes that planning should take this development into account.

Non-award In-service Programs

4.14 Before 1974 the major participation by teachers in formal in-service activity was directed to upgrading. Many more teachers particpated in such courses than in non-award courses or short 'once only' activities. The introduction of Schools Commission funding in 1974 led to a tenfold increase in the number of non-award courses in some States. By 1975, Schools Commission funds, available through the Teacher Development Program, provided over half a million teacher days of in-service training conducted mainly under the auspices of the employers, that is, an average of 3.5 days per teacher per year.[8]

4.15 In 1978 the Schools Commission proposed that provision be made for each teacher to be released for five days of in-service training per year; this figure, although well below the levels of provision achieved by some other OECD countries (for example, the United Kingdom and Sweden), exceeds the level of provision current in 1980.

4.16 Data from the survey by the Australian College of Education indicated that, during 1977-78, 54% of responding teachers had attended at least one non-award program on topics related to the school curriculum; 37% reported taking part in programs on teaching methods; 17% indicated participating in courses on administration; 8%, 7% and 4% of teachers reported attending courses related to community relations, multicultural education, and the teaching of handicapped children respectively. While most responding teachers reported having taken part in one course only, a considerable number attended more than one course, as the following table indicates:

TABLE 4.2

Attendance in Non-award In-service Courses

Duration of Activities	Percentage frequency of attendance		
	1 or 2	3 or 4	5 or more
1 day or less	27	13	10
2 to 3 days	31	5	2
4 to 5 days	12	2	2
6 to 10 days	4	2	2
more than 10 days	4	2	2

4.17 The non-award in-service programs concerned were mostly school-based and were conducted either in the teacher's own school or at a neighbouring school. These features of the programs were seen by many submissions as desirable in the light of their connection with school-based curriculum development. Teachers centres and education centres were also frequently involved in the conduct of the programs, while tertiary institutions were least used as locations. Many tertiary institutions protested to the Committee that they had not been offered any real opportunity to participate in this field. The school is thus seen as the predominating location for most professionally-based courses of the non-award kind. As revealed by the survey there were some differences in the orientations of courses attended by different categories of teachers, with pre-school and secondary school teachers appearing to favour courses which emphasised their individual professional development needs, whereas primary school teachers seemed to prefer school-oriented courses.

4.18 The survey data also revealed that just over half of non-award in-service programs take place during school hours; teachers from independent schools, however, reported attending more courses outside of school time, their schools evidently finding greater difficulty in financing replacement teachers. Teachers associations in some States actively oppose their members being required to attend courses in out-of-school hours. In one region in New South Wales, 65% of all teacher development activities funded through Schools Commission grants in 1976 were held during school hours, and 70% of the days on which in-service activities were conducted were normal school days.[9] In 1977, approximately $12.5m or two-thirds of the funds available through the Teacher Development Program went to meeting the costs for replacing teachers; State and non-government school authorities spent a further $15m on replacement costs for teachers attending short courses (see Table 4.1).

Funding for In-service Education

4.19 Funds for in-service education are derived from a broad array of discrete sources. Some of these are:

- State Government funds: funds for operating government schools and State grants to non-government schools;
- Commonwealth Government funds: the Schools Commission makes funds available through teacher development grants, education centre grants, and general recurrent and capital grants; the Tertiary Education Commission funds colleges of advanced education and universities directly for post-experience courses and activities;

- non-government school funds: funds for operating non-government schools and independent schools derived from fees and other sources; and

- private funds: fees paid by teachers and donations from the private sector obtained by professional associations.

4.20 Funds from these sources are disbursed to and administered by State education departments, non-government school systems, non-government non-systemic schools, teachers centres and education centres, colleges of advanced education, universities, and professional associations.

4.21 The submissions and other evidence presented to the Committee reveal that, looking at Australia's in-service effort as a whole, there is little co-ordination among the various sources of funding and little interaction between the recipients of funds. However, the Committee notes that some arrangements are being made to develop more effective co-ordinating mechanisms. Thus, some funds, particularly those available through the Schools Commission, are co-ordinated and disbursed in each State through bodies known as State development committees and regional development committees. Further progress towards more effective co-ordination was made in 1979 with the establishment of a National Advisory Group to advise on the Schools Commission's Services and Development Program. The Group was established initially for a period of one year. Besides representatives of each State development committee it includes nominated members of the Australian Teachers' Federation, parents and community groups, education centres, and the national Curriculum Development Centre.

4.22 Given the complexity of the arrangements and the array of sources responsible for the financing of in-service education, it is difficult to derive figures which reflect accurately the scope and nature of provisions of in-service teacher education in Australia. Thus the $85m estimated as expenditure on in-service education in 1977 (see Table 4.1) excludes indirect costs such as those incurred by colleges of advanced education and by universities, the costs of staff development programs organised in schools on pupil-free days, and incidental costs borne by teachers themselves.

4.23 Although accurate figures are unobtainable, it appears that Australia's public expenditure on in-service education has been reduced from its brief high peak in the mid-1970s. The provision for in-service education through the Schools Commission has been reduced by more than 20% since 1976, that is, from $21.5m in 1976 to $16.7m in 1979 (figures estimated at December 1978 prices). State level provisions have also been affected. In Queensland, for example, the Department of Education's teacher task force, consisting of teachers able to take over whole schools as relief teams when school staff members are attending school development programs, was reduced from 200 to 50 teachers during the period 1978 to 1979.

4.24 In part this reduction of funds for in-service work has been a consequence of altered priorities in the provision of funds for education generally, but it may reflect a failure to recognise that in-service education is a necessity not a luxury. It may also reflect to some extent the public concern voiced about the possible negative effects that the absences of teachers attending in-service programs might have on the education of children. Many principals and employing authorities do not favour an expansion of in-service education during normal school time, and parents can be even more critical. This aspect is discussed in greater detail below.

4.25 The major part of public expenditure for in-service education during the mid-1970s was directed toward establishing administrative structures and devising pilot projects with such types of in-service activities as whole-school withdrawal, regional workshops or national conferences. It might be argued then that reduction in funding levels for in-service education reflects increased efficiency brought about by these developments. With greater force, it can be argued that expenditure on the further development of the nation's teaching force represents a significant national investment aimed towards improving the quality of education available to the children of Australia.

4.26 The Committee's basic approach to the issues stems from its endorsement of the concept of continuous teacher development, of which in-service education is an integral and vital part. The preceding discussion has indicated that in-service education, spanning formal award courses, non-award programs and informal in-service education, is already an important feature of teacher education in Australia. While perceiving that situations differ from State to State, the Committee believes that the effort devoted to Australia's in-service education would be considerably improved if it were to become more comprehensive, co-ordinated and co-operative. In the following sections, the implications of the Committee's general position are set out.

Comprehensiveness

4.27 A wide array of attitudes, practices and provisions which influence teacher development was described in the evidence received by the Committee, with stresses varying from group to group both within and between States. In recognition of these wide differences and consequent variations in the quality of provision, the Committee emphasises the need for the development of comprehensive and coherent views of teacher development which would:

- result in rational, systematically ordered ranges of provision of in-service activities; and

. affirm the advantages to children and schools of adequate further professional development for teachers.

4.28 Comprehensive in-service provisions must take account of the three broad categories of in-service education: formal award courses, non-award programs and informal in-service education. Planning for these activities must have regard for all categories of school staff - senior and specialist staff, classroom teachers, and ancillary staff. In addition, a comprehensive system of provision should take note of the needs of classroom teachers at all levels - pre-school, primary and secondary - as well as specialist teachers or those who wish to specialise as teachers of community languages, teachers of Aborigines, remedial and resource teachers, physical education teachers, and teachers of arts, craft or music. Teachers and instructors in ethnic schools and those trained abroad should be able to attend in-service programs particular to their needs; this applies also to persons preparing to re-enter teaching after a lengthy break.

4.29 The contribution which other persons or groups such as social workers and community health and welfare personnel could make to the education of children should be taken into account in in-service programs; desirably, some programs should be organised on the basis of mutual participation and interaction by teachers and other professionals.

4.30 The requirements of the community - for example, school board members and interested parents - should be a further focus of concern. The Committee sees a need for closer collaboration between schools and the community. Parents should be able to attend in-service courses organised specifically for them or which they attend together with teachers and other categories of school staff. The Committee's position here is that in a comprehensive approach sufficient resources and flexible provisions must be made available to ensure that all relevant categories of school staff and community members become involved in appropriate in-service activities.

4.31 For the teacher himself, immediate needs arise from the demands of the classroom, of the school and of the community; his longer term aspirations are connected with career plans. Ideally there should be sufficient opportunity for every teacher to undertake planned, cumulative and sequential in-service experience to meet his particular needs, and as he chooses. In this regard, a number of unresolved issues remain; for example, the extent to which employers in assessing teachers for promotion or special duties can make valid comparisons between cumulative experience in short courses and postgraduate study in an extended formal award course. This question receives further attention below.

Co-ordination

4.32 Many groups are involved in the provision and funding of in-service education in Australia: the school, the community, employing authorities, teachers centres and education centres, tertiary institutions, professional organisations and governments. The individual teacher is also involved, not only as a participant in in-service but also because, in part at least, he pays for it himself.

4.33 Over the past decade, there have been major changes in the locus of decision-making and responsibility in Australian school systems. There has been a significant shift to the view that effective educational programs require a substantial increase in decision-making capacity at the school level. Schools have therefore been encouraged to develop their own curricula, relate to their communities, and have more direct responsibility for expending their funds and deploying their staff. Thus, there is a need for the renewal of schools as well as their staff, and in view of this the Committee sees the school as a most appropriate agency for making decisions on the professional development of teaching staff. The Committee believes that there should be a comprehensive program of staff development devised by each school to take account of its particular needs and to ensure the renewal of skills and attitudes which is so vital to the effective operation of schools. Such an approach acquires particular importance from the new patterns of staff stability now emerging and likely to persist during the 1980s. School staff were constantly refreshed during the 1960s and the 1970s by an influx of newly graduated teachers, by movements of senior staff through the promotions system and by considerable staff turnover; however, none of these factors is likely to be influential during the 1980s. Planning must therefore ensure that the efforts of the school staff are reinvigorated and reinforced by appropriate in-service education programs.

4.34 The Committee therefore takes the view that professional development of teachers can best be ensured within a framework of staff development planned and organised at the school level. The Committee expects that every school will have a staff development program co-operatively devised and that all teachers in the school will participate in such a program. The Committee sees this as a most effective means of ensuring the continued professional development of all teachers. Specifically, the Committee considers that to meet the needs of individual schools staff development programs should be planned to cater for the variety of in-service needs of members of the school staff.

4.35 Each of the three categories of in-service activity (see paragraph 4.7) involves different patterns of responsibility

and decision-making. While the sequence and direction taken in informal in-service experience is essentially determined by the individual teacher, this avenue of teacher development could be improved by the adoption of a team approach within the school, by the provision of better access to the resources of teachers centres and education centres as well as of tertiary institutions, and through greater use of publications produced by professional organisations.

4.36 Formal award courses, while funded on the recommendations of the Tertiary Education Commission, are largely the responsibility of teacher education institutions. The provision of such courses is effectively co-ordinated by relevant authorities in each State. The preferences, interests and needs of employers, teachers and the community also have a bearing on the levels and nature of award courses as well as on other categories of in-service education.

4.37 Non-award in-service courses are offered in such locations as schools, teachers centres and education centres, tertiary institutions, or specialised institutions. Accordingly, responsibility for non-award courses is widely distributed - teachers, teacher organisations, staff of tertiary institutions and centres, employing authorities, governments and the community are all involved in the identification of the need for these courses, the framing of their objectives, and for their provision in physical and financial terms.

4.38 Priorities governing the nature of in-service work vary across the three categories. The evidence from submissions suggests that there is a need to reconcile the priorities as perceived by various groups, and the actual provision of in-service programs. The preliminary report from the Australian College of Education survey of teachers, commenting on the themes of non-award courses commonly offered and the degree of support for them (see paragraph 4.16), noted that it is not possible to deduce from the data gathered whether the existing forms of provision of in-service experience are the most appropriate. The report points out that there are many views on this issue and it draws attention to one apparent inconsistency: 'If, however, the relation of the school to the community, and the increasing cosmopolitan character of Australian society are as important for teachers as is often claimed, the comment might be warranted that this was not apparent in attendance figures of in-service courses in 1977-78'.[10] The Committee notes that national and State level curriculum development projects of major significance are often not interrelated with in-service programs; this aspect is taken up again in paragraph 4.43. The Committee also received evidence suggesting a disparity between the need for in-service programs in special education and the availability of in-service opportunities.

4.39 The planning and co-ordination of in-service education must further take into account emergent needs of the kind identified in this Report and which must be met in order to improve the effectiveness of schooling. The Terms of Reference, submissions and other information gathered during visits around Australia point to the following specific areas of need among others:

- school-community relationships;
- the needs of children from a range of social and cultural backgrounds, including those from minority ethnic and Aboriginal communities;
- detection, diagnosis and remediation of learning difficulties and handicaps;
- gaining insight and experience in the nature and functioning of contemporary society;
- transition from school to work; and
- substantive curriculum areas.

4.40 The Committee considers that in-service education programs are the quickest and most effective way of equipping the majority of the total teaching force with the skills and the necessary knowledge to deal with such needs. School-based and other non-award in-service programs can address these needs directly, but the opportunity should also be taken to address them through upgrading and other formal award programs offered by institutions. Accordingly, the Committee believes that priorities for the content of in-service education should reflect both the existing and emerging needs of schools and a sequential approach to teacher development.

4.41 In paragraph 4.21 the Committee referred to inadequacies in the consultative and administrative arrangements developed between the various funding agencies and the recipients of the funds. The appointment of a National Advisory Group to the Schools Commission's Services and Development Program, to promote exchange of news and information, and the establishment of State and regional co-ordinating bodies are perceived as important developments. Frameworks such as these could be expanded to involve all such groups concerned with in-service in ways which would expand the network of provision. Moreover, improvement in the existing co-ordinating mechanisms would enable authorities and professional groups to keep the total in-service activities under continuing review. As a result, modifications and adjustments prompted by changing educational demands or new technological developments could be more effectively and expeditiously implemented. The Committee favours the continuation of the National Advisory Group established by the Schools Commission. Joint planning committees involving all the groups with a contribution to make to the in-service phase should be established in all States.

Each State committee should be charged with the responsibility of developing co-ordinated programs of in-service education and of monitoring their effects and effectiveness. The programs of tertiary institutions should be seen as part of this co-ordinated provision, and institutions should be represented on the planning committees. Later in this Report the Committee recommends the establishment of national and State advisory bodies to be concerned with all stages of teacher education - pre-service, induction and in-service.

Co-operation

4.42 Improving the provision of in-service opportunities through greater coherence and better mechanisms for co-ordination, however, is only one side of the in-service effort. Ultimately, it is teachers themselves who must utilise the available opportunities. To that end, employers should ensure that teachers have a real opportunity to attend suitable in-service programs. In these as in other respects, the efforts of both teachers and employers should be directed to the mutual objective of the effective education of all children throughout our schools. The Committee's basic position on this matter is that the responsibility for continuing professional development rests ultimately with the teacher himself. A complementary responsibility to assist the teacher in this respect rests with employers. Teachers should generally be free to choose the form of in-service education best suited to their particular professional development purposes.

4.43 Over the past decade, many employing authorities have significantly expanded in-service education, especially through the provision of study leave for teachers. However, the Committee was frequently told that, because of the many and varied demands on schools during the last decade, the extent of in-service provision necessary to enable teachers to cope effectively with these demands and with other substantial changes which have occurred has, at times, been underestimated by employers. The Committee sees a need for in-service programs to support significant system initiatives and to interrelate with and reinforce wider development strategies; for example, national and State level curriculum development in major school subject areas requires sustained in-service effort at the corresponding level to ensure that teachers are adequately prepared to manage and exploit the new development. Thus, the Committee believes that if the employer's own activities - such as planned changes in school organisation, curriculum or assessment methods - have created a need for teachers to be retrained, the employer must provide appropriate retraining opportunities.

4.44 The Committee believes that there should be a reciprocal demand on teachers to make themselves available for the necessary

retraining. Thus, the Committee takes the view that participation in specific in-service programs should be compulsory where these programs involve retraining required as a result of changes initiated by the employer. The responsibility for arranging the provision of such programs rests with the employer.

4.45 The special role of tertiary institutions in teacher development should be noted. The particular strength of teacher education faculties and schools of education is their capacity to organise courses and programs dealing in a systematic way with fundamental issues, current developments, and trends and innovations in education. As such their programs should take account of and reinforce school-level and teacher-initiated development programs. The need for close collaboration between education personnel in tertiary institutions and their colleagues in the schools is therefore obvious. Tertiary institutions represent a valuable resource both in personnel and facilities on which schools can draw for their staff development; in their turn, schools represent the reality of education, an understanding of which is fundamental for the teacher education staff of tertiary institutions.

4.46 Although in-service education is already well established in Australia and large numbers of teachers are regularly involved in a wide range of in-service activities, the Committee received evidence that there are teachers who do not participate in any such activities. The Committee finds it difficult to believe that teachers can remain up-to-date in their knowledge and refreshed in their approach without such participation. The view was taken in some submissions that participation in in-service education should be made compulsory. Linked with this view was the suggestion that teacher certification or registration should not be for life, but for a certain period only, with renewal conditional on demonstration of continued professional growth. The Committee is aware that the concept of the 'fading' certificate has emerged in some countries where re-registration is dependent on evidence of participation in approved in-service education. The Committee does not favour the principle of compulsion or the mechanism of the fading certificate being applied, through in-service education, to the Australian context. Rather, as indicated earlier, the Committee sees that teachers have a professional obligation to participate in in-service education, an obligation which can be supported by various incentives.

4.47 The Committee acknowledges that various implications arise from the expectation that all teachers will be involved in regular participation in in-service education. Two major implications have been identified: motivational factors, and the removal of barriers to access both financial and otherwise. These are dealt with below.

Motivational Factors

4.48 Teachers have a professional responsibility to keep themselves adequately informed about changes in society and in education; this is entirely consistent with their seeking to maintain professional status and esteem in the community. There is reciprocal pressure from the community on teachers to develop their professional skills. However, the mere expectation that regular participation in appropriate in-service activities will become an accepted and recurring feature in a teacher's career will not be sufficient of itself to ensure participation; consideration must also be given to motivational factors.

4.49 Many submissions stressed that teachers must feel their participation in in-service activities to be challenging and worthwhile. Formal programs and other in-service experiences must, in the first instance, be perceived by the teacher as relevant to his needs, whether the needs derive from classroom or school problems, or arise from his location at a critical point within his career path. Experiences that meet the criterion of relevance would, in themselves, have a strong motivating effect.

4.50 Improvement in confidence and competence is a worthwhile goal for every teacher. In-service experiences that assist teachers to achieve this goal must contribute significantly to improvement in the quality of teaching; additionally, involvement in meaningful in-service work contributes to job satisfaction for the individual teacher. Recognition of success or accomplishment may be through the award of a degree or a diploma or through recognition from an employer who takes in-service experiences - whether formal or informal - into account for promotion, transfer or salary purposes.

4.51 Teachers successfully completing formal courses normally receive recognition through the conferral of an award and through the upgrading of their initial professional qualifications. For certain positions, employers are able to accord indirect recognition to those teachers successfully completing courses considered to be of relevance for education and teaching. Formal studies in special education, for example, should invariably be taken into account by employers when special education units are being staffed.

4.52 Besides the recognition given for successful participation in formal award programs, the Committee notes the many advantages of non-award programs. School-based activities, short courses and other professional development courses lasting up to one academic term are attractive to employers and teachers alike because they can be oriented specifically to their perceived needs. Such non-award programs, however, receive little (if any) recognition for qualifications or professional advancement purposes.

4.53 The particular problem with non-award and informal in-service education activities is that generally these activities are not tied to recognisable outcomes; usually there are no assessments and course objectives are not always specified. It is therefore difficult for the purposes of recognition to make meaningful comparisons between these courses and the formal award courses, or even between non-award and informal courses themselves. Also it is rarely possible to estimate whether involvement in such activities leads to improvement in professional development in a cumulative and sequential way. Even so, the Committee considers that there should be recognition by employers for participation in non-award program in-service education. Moreover, consistent with the views expressed in paragraphs 4.48 to 4.52, the Committee believes that tertiary institutions should approve and offer credit for completion of short or medium term professional courses which include an acceptable assessment, and enable teachers to gain cumulative credit - including cross credit - towards an appropriate academic qualification.

Access

4.54 Lack of motivation to participate in in-service education seriously hampers the process of teacher development and improvement in the quality of teaching. This difficulty is exacerbated if lack of motivation is associated with barriers to access. Many submissions urged the Committee to elaborate upon various barriers identified as restricting access to in-service education and encouraged the Committee to suggest ways in which these could be removed or diminished.

4.55 Barriers to access range from negative attitudes toward in-service activity, lack of awareness about existing or potential resources for teacher development, through to particular circumstances such as the geographical isolation of schools or rigid administrative arrangements. The Committee adopts the view that every teacher should have access to in-service education designed to improve the competence and quality of teaching both at the individual level and in the profession as a whole.

4.56 Evidence brought to the attention of the Committee referred to negative views adopted by some teachers following in-service experiences. Some considered their own attendance or that of their colleagues to have been disruptive of the school's routine - and hence unpopular with principals - or to be an admission of incompetence. Others felt that some courses were of such poor quality that they were simply unwarranted or a waste of time. The Committee is well aware of the strong parental feeling that disruption of the normal school routine by teacher absences of any kind, even when adequate substitutes are provided, adversely affects pupil learning and confidence. The Committee also recognises that some in-service activity may nevertheless have to take place currently during normal

classroom hours. In paragraphs 4.66 to 4.68 the Committee discusses how this might be substantially avoided.

4.57 The Committee is confident that an expectation of periodic participation in in-service programs as a normal professional obligation will help overcome negative attitudes to in-service work. The Committee also believes that the dissipation of such attitudes will increase the overall level of participation by teachers and will influence the quality of teaching in schools in due course.

4.58 Limited awareness of existing or potential resources for teacher development is a more subtle barrier. In this context, resources and provisions include not only those at locations where in-service activities are organised directly for practising teachers but also the wide range of such community facilities as libraries, museums, zoological or botanical gardens. Agricultural, industrial and commercial enterprises, through providing work experience programs, are other avenues that can contribute to a teacher's professional development. Through these means teachers can be helped to achieve a heightened awareness of production methods, business systems and the social and vocational environment.

4.59 Resources of great potential value include the electronic media. As an illustration, greater use can be made of radio by language teachers than is presently the case. In many cities around Australia local radio stations broadcast program segments in languages other than English, and language teachers could derive considerable benefit from using such programs. Recent developments in shortwave radio have been even more significant to the extent that teachers of such languages as French, German, Indonesian and Italian have a daily opportunity to listen to diverse programs of overseas origin in which cultural or current events are discussed in the languages they teach.

4.60 Evidence from the regional case studies of in-service education, commissioned by the Inquiry, suggested that teachers prefer, and make effective use of, non-print media both for informal and formal in-service education.[11] It is therefore desirable that the existence and potential utility of new resources, activities, services and innovative devices are fully apprehended by the teaching profession. There is vast scope to exploit new technological developments for use in in-service activities. New and more economical forms of telecommunication facilities, easier access to computerised data banks or 'electronic libraries' should have a significant impact on in-service education.

4.61 New technological developments will assist in lessening the problems of access encountered by teachers, especially those in remote and isolated situations. In addition, strong evidence was placed before the Committee to the effect that teachers

from isolated or small schools require an extension of travel, accommodation and release time provisions to enable them to engage in relevant in-service activities. The Committee itself considers that administrative and other arrangements must be strengthened to ensure that improved access - either to distance in-service education programs or to resources relevant to their in-service needs - is available for this category of teachers. Thus, the Committee takes the position that teachers from isolated and small schools should benefit from an extension of release time, travel and accommodation provisions to engage in in-service activities, as well as from programs offered through external study and by mobile units.

4.62 Pre-school teachers were the other category most frequently identified in submissions as having particular problems of access. In some States, pre-school teachers work under administrative structures different from those for primary and secondary school teachers. Within the existing arrangements, their attendance at in-service courses may be precluded simply because they are ineligible for support in the same manner as are other teachers. The Committee has received evidence that joint attendance of teachers from more than one sector of the school system is both highly desirable and beneficial. The Committee therefore recommends that:

R4.1 THE COMMONWEALTH GOVERNMENT SHOULD TAKE STEPS TO ENSURE THAT ALL PRE-SCHOOL TEACHERS ARE ELIGIBLE FOR IN-SERVICE SUPPORT THROUGH THE RELEVANT STATE GRANT PROGRAMS.

4.63 Significant general difficulties in access may arise from the timing of in-service programs. In many submissions, the usual scheduling of formal award courses, and, to a lesser extent, of non-award in-service programs was seen as a serious barrier to access.

4.64 Attendance at formal award programs during school hours is difficult unless employers make special study leave provisions. In this context, the attempts of organisers of some programs to schedule sessions late in the afternoon or in the early evening and at weekends are to be commended. External programs obviously contribute greatly to improving access. The present arrangements for the academic year in universities and colleges of advanced education inadequately match in-service education needs in regard to attendance at formal award courses. Term and semester times in tertiary institutions largely coincide with school terms; tertiary institutions generally do not offer award programs when schools are on vacation. Therefore teachers are often prevented from making use of school vacations for attendance at such degree and diploma programs as may serve useful in-service functions. Instead, teachers are often obliged to fit attendance in award programs into an already crowded normal working week.

Accordingly, the Committee believes that present arrangements for the academic year in tertiary institutions should be modified if necessary to facilitate the provision of vacation programs of varying length for the in-service education of teachers. This relates to all faculties and departments able to service teachers, and recognition should be given to the implications for the staffing of the institutions concerned.

4.65 The Committee sees the need for some changes in the present arrangements for non-award in-service programs. It sees a particular value in the offering of non-award programs within schools or within teachers centres and education centres close to schools; travelling time for participants can thus be minimised. If these practices were to be extended, consultants and other authorities could visit schools more frequently. On the other hand, teachers themselves need to be able to allocate sufficient time to undertake such activities. A number of submissions, in indicating that in-service training was unduly disruptive to the school's working, took the view that all in-service work should be undertaken outside the teacher's normal class contact hours. The Committee does not favour the view that, in present circumstances, teachers should be expected to attend formal award courses or non-award in-service programs entirely outside of normal school hours; rather, the Committee believes that particularly where participation is a requirement determined by the employer, the present arrangements - in which some in-service education takes place during school hours - should be maintained. The Committee affirms, however, that employing authorities and course administrators should take full account of the strong opposition which has been expressed to disruptions to the education of children.

4.66 The Committee believes that the community as a whole does not understand the nature of a teacher's year. Presently, Australian children attend schools between 185 and 203 week days each year, spending in general between six and seven hours each day in contact with their teachers. The teacher's professional engagement, however, is not limited to that period of the day or year which he spends in actual contact with his pupils. The preparation and correction of work, course planning, and liaison and contact with parents both after school hours and during periods when school is in recess, require time additional to that when pupils are in attendance. Thus, the working day and year for many teachers extend beyond the school day and year as pupils, parents and the community frequently perceive them.

4.67 A teacher's professional life includes as well time for in-service education and further academic study. The Committee is aware that conscientious teachers experience a conflict of loyalties between their responsibilities to their pupils, their own needs for professional growth and the expectations of parents that they will be at school when pupils are in school.

Consequently the Committee believes that although there will be times when teachers will engage in in-service activities when schools are in session these should be substantially supplemented by attendance at in-service courses out of school hours during term or vacation.

4.68 This raises an expectation that teachers will voluntarily participate in a minimum number of courses and activities outside of school hours. The Committee believes it is reasonable to regard this minimum as consisting of the equivalent of five days per year. Accordingly, the Committee recommends that:

R4.2 AUTHORITIES INVOLVED IN THE PROVISION OF IN-SERVICE PROGRAMS AND ACTIVITIES SHOULD ENSURE THAT EVERY TEACHER HAS THE OPPORTUNITY TO PARTICIPATE IN AT LEAST FIVE DAYS OF IN-SERVICE EDUCATION OUTSIDE OF SCHOOL HOURS IN EACH YEAR.

4.69 Additionally, the Committee sees value in enabling teachers periodically to attend longer in-service programs. Many submissions pointed to a variety of sabbatical leave arrangements as being most appropriate to achieve this goal. These submissions pointed to the benefits to be derived from teachers participating in long courses in institutions in order to inform themselves of recent developments; from taking part in curriculum development projects and innovation programs; from visiting intrastate, interstate and overseas; and from having an opportunity to withdraw from the school environment to reflect, observe and to assess themselves and their work in order to develop their further professional goals. Employers presently provide such opportunities through various routes such as leave without pay, exchange and secondment, and scholarship and fellowship programs. However, these provisions are, or tend to be, selective and the Committee believes that all teachers should have the opportunity for periodic professional refreshment of the kind outlined. Thus, the Committee recommends that :

R4.3 EVERY TEACHER SHOULD BE ELIGIBLE FOR FULL-TIME PAID RELEASE FOR ONE SCHOOL TERM, OR ITS EQUIVALENT, AFTER EVERY SEVEN YEARS OF SERVICE IN ORDER TO FOLLOW AN APPROVED PROGRAM OF PROFESSIONAL DEVELOPMENT.

4.70 Teachers would be required to submit for the approval of employers a proposed program for the use of this leave. The intention of the phrase 'or its equivalent' in the recommendation is not to permit the leave to be taken in small instalments over a considerable length of time, but to enable it to be taken, for example, as an extension of a period of leave without pay, study leave, or overseas visit.

4.71 The implementation of recommendations R4.2 and R4.3 would increase the necessity for tertiary institutions, schools and teachers centres and education centres to organise and to be involved in more non-award in-service courses. The Committee considers that the continuing development of teachers must be underpinned by a flexible array of non-award programs, some of which will be offered in tertiary institutions. The institutions would of course need to maintain most of their existing formal award courses. The Committee believes that the present arrangement by which colleges of advanced education are entitled to spend no more than 0.5% of their recurrent grant on non-award courses is restrictive. Tertiary institutions engaged in teacher education should be positively encouraged to provide non-award courses relevant to the expressed needs of the profession.

4.72 The Committee stresses that the release of resources, which will result from planned reductions in the number admitted to pre-service teacher education, should be offset against any increased expenditure on the institutions' in-service programs. Hence it is recommended that:

R4.4 TERTIARY INSTITUTIONS ENGAGED IN TEACHER EDUCATION SHOULD BE FUNDED TO PROVIDE NON-AWARD COURSES FOR THE TEACHING PROFESSION. FOR THIS PURPOSE, THEIR RECURRENT GRANT ALLOCATED FOR TEACHER EDUCATION SHOULD BE AUGMENTED BY A SUM EQUIVALENT TO FIVE PER CENT OF THEIR BUDGET FOR AWARD COURSES.

As indicated in paragraph 4.41, the Committee sees it as necessary that the development of non-award courses resulting from the implementation of this recommendation should itself be co-ordinated as part of the overall system of in-service provision.

Specialised Categories of Education Personnel

4.73 This Report concentrates on the continuing development of the non-specialist classroom teacher; the in-service needs of the specialist teachers and of the other groups contributing to the work within the school have so far received only intermittent attention within this chapter.

4.74 Consistent with the framework for teacher development outlined in Chapter 3, the Committee believes that the preparation of specialist teachers is in general best undertaken at the in-service rather than the pre-service stage of teacher education. Even so, as indicated in Chapter 6, the Committee believes that varying types of specialisation for teachers of music, art, physical education, health education and languages may already be called for within the pre-service course.

4.75 At the pre-service stage a teacher should acquire general skills which form the basis for specialisation after experience in a regular classroom - for example, some ability to diagnose learning difficulties and to choose appropriate materials;

appropriate attitudes to all children and some detailed knowledge of the characteristics of a range of children; exploration of curriculum theory; and, appropriate attitudes to parents and the community and to their role in the formulation of the philosophy of the school and its broad curriculum.

4.76 The Committee notes that there exists a wide range of specialisations. Some of these specialisations involve the taking up of new roles within the classroom, while others relate to the performance of specific school-wide or system-wide functions, and yet others are concerned with the management and administration of the school and its interrelationship with its community.

4.77 Within the classroom, the Committee sees a need for teachers to undertake specialised study in order to enact roles such as remedial and resource teachers, teachers of children from minority ethnic backgrounds, teachers of English as a second language, and teachers of bilingual courses.

4.78 Within the school, the Committee perceives a need to create opportunities for selected teachers to acquire the skills to perform new roles such as practice teaching supervisors, early childhood advisors, health educators, guidance officers and careers advisors.

4.79 Despite diminishing opportunities for formal promotion, schools and education systems constantly require persons able to move into positions of leadership and administrative responsibility. The Committee stresses the need to expand existing provisions to enable teachers with appropriate qualities to develop skills and expertise required for such leadership.

4.80 There is also a clear need to enable those who are already performing leadership functions to attend appropriate in-service courses. Practising principals have special responsibility for staff development; this responsibility clearly increases with the organisation of school-based in-service programs. A principal is the central contact point for relationships between the school and the community. A school's use of specialist staff and resources is largely co-ordinated by the principal. In the development of school policy he plays a key role, and the demands in this role have increased substantially with the movement towards school-based curriculum. Whereas in the past, most schools operated under a centrally designed system, all principals today have the task of designing an organisation, and a communication and decision-making system, which will allow schools to function as effective educational units.

4.81 Given these and other considerations, it is clear that principals require opportunities for continuing refreshment and reflection. Provision for their in-service needs should include formal courses in management and in administration, as well as opportunities for informal in-service work both within and outside of the environment of the school.

4.82 Underlying the Committee's view of the specialisation of teachers or of the differentiation of their roles is the assumption that there will be easy movement between roles both within the school and the wider education system. Diagram 4.2 illustrates a variety of role differentiations. The Committee believes that such movement would enhance mutual understanding between all categories of education personnel.

4.83 The Committee wishes to illustrate these general perspectives by referring to three categories of specialisation - those of remedial and resource teachers, and teachers of Aboriginal children.

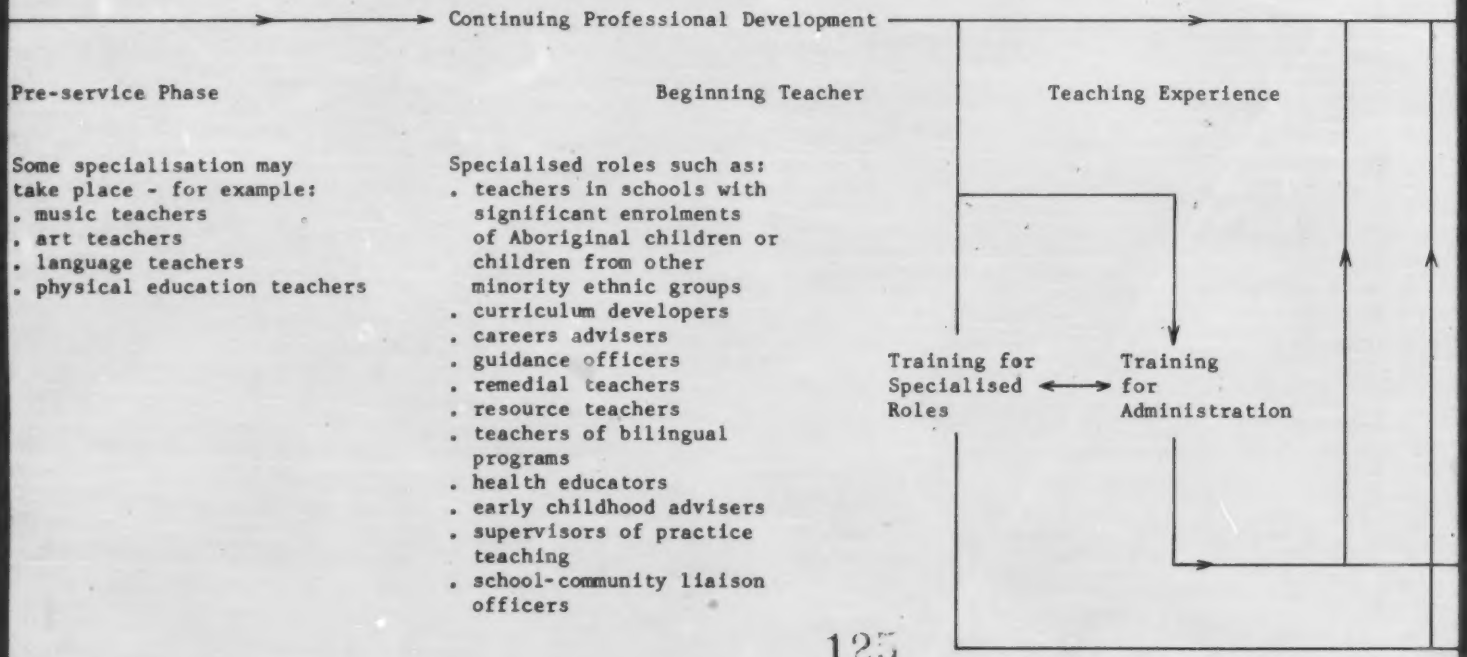
Remedial and Resource Teachers

4.84 At present in the Australian school systems there is a diversity of ways of offering support to children in regular classrooms who experience learning and/or behavioural difficulties. These children constitute a significant minority of the school population. A recent Schonell Educational Research Centre study estimates, from teacher responses to a survey questionnaire, a prevalence rate of learning difficulties of 11.01% (primary: 10.95%, secondary: 11.07%) and a prevalence rate of behavioural difficulties of 3.22% (primary: 2.81%, secondary: 3.57%).[12] These are children identified by teachers as failing to respond to the usual range of teaching and management strategies. To these numbers must be added children with physical, sensory or intellectual handicap who are being integrated into regular classrooms as the various systems oursue policies of normalisation.

4.85 In order to meet the learning needs of this diversity of children, the classroom teacher requires specialist help. While the pattern varies from State to State, such specialist help is typically made available through remedial teachers and/or resource teachers. Remedial teachers offer direct assistance to the children in withdrawal sessions. Resource teachers offer support, in the regular classroom or in a special education unit, to the classroom teacher in aspects of curriculum modification and implementation; frequently they also offer direct remedial assistance to the children.

4.86 These roles require specialist knowledge, understanding and expertise. Such specialisms are best developed through the completion of appropriate formal award courses by experienced regular class teachers who have exhibited a particular talent in teaching and an interest in assisting children with learning or behaviour problems. Experience in the regular classroom is necessary not only for the development of a range of teaching strategies and for the teacher's own identification of his particular interest, but also for the establishment by the specialist of credibility in the eyes of his colleagues, his pupils and their parents. This credibility is essential to his role performance. Special postgraduate study is necessary

Diagram 4.2: In-service Phase - Preparation of Specialists and Administrators Working in Schools


Continuing Professional Development
Pre-service Phase
Beginning Teacher
Teaching Experience
Some specialisation may take place - for example:
. music teachers
. art teachers
. language teachers
. physical education teachers
Specialised roles such as:
. teachers in schools with significant enrolments of Aboriginal children or children from other minority ethnic groups
. curriculum developers
. careers advisers
. guidance officers
. remedial teachers
. resource teachers
. teachers of bilingual programs
. health educators
. early childhood advisers
. supervisors of practice teaching
. school-community liaison officers
Training for Specialised Roles
Training for Administration

for the achievement of insight into the causes of learning problems; the diagnosis of specific difficulties and the identification of particular strengths; and the development and implementation of programs specifically tailored to the individual needs of the incapacitated learners. An additional prerequisite is the ability to communicate and to work co-operatively and harmoniously with the regular classroom teachers who retain responsibility for the education of the children.

4.87 The specialist teacher, no less than the regular classroom teacher, requires continuing professional stimulation and opportunities for continuous exposure to new developments in the field. Furthermore, as educational philosophies change, specialist teachers must be able to adapt their roles and redefine their contribution, as staff members, to the educational well-being of the children. Where such specialists are called upon to work with children from minority backgrounds, their professional development program should ensure that they develop an adequate understanding of their clientele.

4.88 Career opportunities are required for these, as for other teachers. Possibility for the movement, with appropriate training, from the role of specialist to that of administrator (for example, deputy principal) would, in addition to establishing one desirable career path, offer the possibility of ensuring the availability of expertise in smaller schools where the normal establishment would not include a specialist appointment.

Teachers of Aboriginal Children

4.89 Teachers of Aborigines are a category of specialist teachers to which the Committee draws particular attention throughout the Report. As indicated in Chapter 3, the Committee is of the view that specialisation, in the context of teaching in a significantly different cultural situation, requires extensive support systems from teacher education institutions and access to postgraduate study appropriate to the area of specialisation. Thus there should be careful selection, from amongst the experienced and competent teachers, for postgraduate courses before appointment to schools of high Aboriginal enrolment. These courses should develop the attitudes, understanding and pedagogical competencies appropriate to the task. Further, it is important to ensure that there are subsequent opportunities for the continuing professional development of teachers in this area of teaching. The Committee recommends that:

R4.5 SPECIALIST POST-EXPERIENCE COURSES FOR TRAINING SELECTED NON-ABORIGINAL TEACHERS TO TEACH ABORIGINAL CHILDREN SHOULD BE CONDUCTED AT A NUMBER OF INSTITUTIONS WITH APPROPRIATE STAFF EXPERTISE.

4.90 Aboriginal teachers also have need for cumulative, sequential professional development after entry to practice. Courses should ensure that they develop the skills and competencies required, if their unique contribution to the education of Aborigines is to be facilitated. Well-qualified Aboriginal teachers have specific roles to play in curriculum development, in the development of culturally appropriate theories of teaching, in facilitating the professional development of teachers, and in sponsoring reciprocal links between the schools and the Aboriginal community. Preparation for leadership in administrative positions is a particularly vital need.

Provisions for Specialist Teachers

4.91 Specialist teachers, whether in the area of learning difficulties, in particular curriculum areas, or for particular groups of children, may find that not only are few courses available for their particular needs, but that these courses are offered in only one institution in their State or perhaps in only one location in Australia. As it is plainly essential that specialist teachers of all kinds should be as entitled to continuous development and advancement as their generalist colleagues, the Committee considers that the in-service provisions for specialist teaching should be improved in two respects: firstly, through the development of centres of specialisation; secondly, through the extension of in-service opportunities for such specialists.

4.92 Centres of specialisation, concentrating their in-service activities on particular areas or dimensions of teaching and curriculum, should be established only on the basis of need and when adequate and competent staff are available. Their physical location, while of some significance, should be of lesser importance. They could be set up in tertiary institutions, teachers centres or education centres, and central or regional offices of employing authorities. The Committee points to a number of factors which need careful consideration: logistics - including uneven physical location of existing centres of specialisation; staffing - staff would need considerable upgrading in many cases; the risk of lopsided development - some subject areas and themes could be well provided for, others neglected. These proposed centres would also have to be kept under review rather than be established permanently, and accordingly appropriate review machinery would have to be established. The Committee recommends that:

R4.6 RELEVANT AUTHORITIES SHOULD PROVIDE FOR THE ESTABLISHMENT OF CENTRES OF SPECIALISATION WHICH ARE ORIENTED TO SPECIAL AREAS OF IN-SERVICE NEED.

4.93 The Committee also sees a need to expand provisions for specialist teachers to enable them to take full advantage of professional development opportunities. To this end, there should be an expansion of travel, accommodation and release time provisions for specialist teachers to engage in in-service activities.

Overview

4.94 In summary, the Committee stresses the need for all groups contributing to the work of the school to enjoy comprehensive and coherent provisions for in-service education. Moreover, on many occasions classroom teachers, specialist teachers, teacher aides, resource persons, educational administrators and parents would benefit from joint in-service activities. Such joint activities would help keep the focus of in-service efforts on the most important priority within schools: the education of children.

4.95 The Committee's recommendations on in-service education, as outlined in this chapter, must be seen as constituting a package of proposals for change. Development along the lines suggested would maximise access to in-service provisions for teachers as well as encourage their professional development through activities ranging from formal award to non-award programs and further in-service experience.

4.96 Most of the recommendations could be implemented in the short term, with the package being fully implemented by 1990. The various authorities and agencies involved would have to proceed at their own rate, subject to financial, manpower and other management and resource considerations. The financial implications of the recommendations are summarised in Chapter 10.

4.97 Clearly, R4.3 is the most difficult (and costly) recommendation to implement. Whenever implementation is commenced there will be a large number of teachers - that is, all teachers who have been in the service more than seven years - who are eligible immediately. Currently about half of the teaching force is aged thirty years or more, and most of these would have been teaching for at least seven years. Thus, at whatever time R4.3 is implemented, large numbers of replacement teachers would have to be found. Within each system, therefore, the rate of release of teachers for this leave would be governed by the availability of replacements.

4.98 Although the form of approved in-service taken during the term's leave could vary, many teachers are likely to look to tertiary institutions to provide appropriate courses, both full-time and part-time. The institutions may have difficulties in meeting demand - particularly if this new development is accompanied by a greater demand for courses by teachers seeking to upgrade their basic qualifications. Thus there would be pressures on all in-service agencies to offer

both formal and non-award in-service programs. A phased approach would make it possible to implement R4.3 by 1990 and avoid the worst excesses of congestion in in-service programs.

4.99 Developing in-service provisions and practices in the direction envisaged by the Committee should ensure that in-service education was supported and used by all teachers, and that employers and all the other groups having an interest in in-service education would support and sustain adequate levels of provision. Through these arrangements, in-service education would reflect greater degrees of coherence, co-ordination and co-operation in planning, funding and implementation.

4.100 The Committee is firmly of the view that the proposed reformation of in-service activities, when coupled with the recommendations and positions detailed throughout this Report, would enable practising teachers, schools and education systems to improve their effectiveness over the next twenty-five years. Through assuring the ongoing development of the teaching workforce, adoption of these reforms would, in the view of the Committee, greatly increase the prospects of enriched and relevant educational experiences for children in school.

4.101 Given the magnitude of social and educational changes which must inevitably occur in the coming years and which have been addressed in Chapter 2 of this Report, the Committee points to the need to keep in-service education under continuing review. The growing momentum of the revolution in telecommunications technology seems particularly likely to require major adjustments to in-service strategies and techniques.

End Notes and References

1 Tertiary Education Commission, 'Working Paper on the Supply of and Demand for New Teacher Graduates in the 1980s', unpublished, 1979.

2 An account of teachers' typical non-formal in-service activities is given in : P.B. Botsman and N.E. Kelly, 'On Continuing to Learn as a Teacher', Probe, 6, 1, 1977.

3 Schools Commission, Issues in Teacher Eduction: A Discussion Paper, Schools Commission, Canberra, 1979, p.25.

4 Schools Commission, Issues in Teacher Education, p.25.

5 Victorian Secondary Teachers' Association, 'Survey on Teacher Education', unpublished, 1979.

6 Tertiary Education Commission, quoted in Schools Commission, Issues in Teacher Education, p.19.

7 Australian College of Education, 'Teachers in Australia in 1979, Draft Report', unpublished, 1979, p.35.

8 Schools Commission, Discussion/Review Paper No 2: The Cost and Use of Resources for In-Service Education, Schools Commission, Canberra, 1978, p.25.

9 Schools Commission, Issues in Teacher Education, p.30.

10 Australian College of Education, 'Teachers in Australia in 1979', p.38.

11 D. Anders, A report to this Inquiry on resources for teacher development in various regions in Australia, unpublished, 1979.

12 R.J. Andrew and others, A Survey of Special Education in Australia: Provisions, Needs and Priorities in the Education of Children with Handicaps and Learning Difficulties, (forthcoming, 1980).

CHAPTER 5

TEACHER DEVELOPMENT: INDUCTION

The Process of Induction

5.1 Induction is the process of initiating beginning teachers into a full professional role: in the classroom, in the school and in the community. Induction is also an essential part of the adaptation required of any teacher experiencing a changed situation or a professional promotion.

5.2 There are accordingly various levels of induction. But there can be no question that the transition from pre-service teacher education to full participation in the work and life of the school is by far the most significant. The Inquiry received many submissions stressing the psychological shock arising from the transition from the theoretical discussions of the lecture theatre into the complex realities of the contemporary classroom.

5.3 This chapter deals with the induction of beginning teachers; induction at other levels involves teachers already working as professionals and is best associated with forms of in-service education and preparation as discussed in Chapter 4. Moreover, we limit ourselves here to certain practical aspects of initial induction processes since, with the number of new teacher appointments likely to decline, there is opportunity to effect practical improvement in induction.

The Role of Induction in Professional Development

5.4 It is clearly impossible to incorporate every desirable aspect of preparation into a pre-service course. There is some overlapping between practice teaching and induction; however, the evidence placed before us condemned not only the frequent inadequacies of the former, but also the lack of guidance and assistance given in the latter. Moreover, there is evidence to show that when beginning teachers are faced with the unfamiliar realities of classroom life, the insights they have derived from the pre-service phase may be temporarily submerged in a struggle for survival.

5.5 The initiation of the beginning teacher into the school teaching situation must therefore be considered an integral part of the professional development process. The induction phase should relate not only to the pre-service course undertaken but also to forms of continuing education available in later years. Induction must help overcome those inadequacies which will exist to a greater or lesser degree in

new graduates entering into any type of professional career. The Committee adopts the position that induction into the first appointment is a critical stage in a teacher's life and should not be seen as a separate process or program but as a phase of teacher development.

5.6 For some teaching situations, no forms of induction can make up for a mismatch between the newly appointed teacher and the class he is called upon to teach. It is inevitable, having regard to the size of the teaching force in some systems, the rights of teachers under State legislation or system regulation to transfer and/or leave after certain types of service, and above all, to the uncertain retention rates in some areas, that some mismatching may occur despite the best efforts of employing authorities. Nevertheless, the Inquiry must disapprove of the fact that so many teachers are appointed without adequate preparation to isolated schools, to schools with a considerable or predominantly Aboriginal population, or to schools with large numbers of students for whom English is a second or foreign language.

Content of Induction

5.7 The requirements for successful induction are often so commonplace that our remarks would appear only to be drawing attention to the obvious. Even so, it must be stressed that schools, experienced teachers, employers, tertiary institutions, teachers centres and education centres, and the beginning teachers themselves are jointly responsible to ensure that successful induction takes place. Similar joint responsibilities should be accepted when induction is required at later stages of a teacher's career.

5.8 One way in which employing authorities especially could stress the importance of induction would be the provision of area or regional consultants for beginning teachers. These consultants could co-ordinate induction programs and advise both beginning teachers and those responsible for induction programs at the school level.

5.9 While consultants would have an important co-ordinating role to play and while teacher education institutions, as we stress elsewhere, should retain a connection with their graduates, nevertheless the major responsibility for the induction of the beginning teacher must lie with the school in which he is placed. The required procedures and techniques should be clearly identified by the school administration.

5.10 Graduating students are most concerned with the problems of teaching and of living in a new community. They should therefore be consulted as to their preferences before their first appointment; should be notified of their destination if possible before the end of the previous academic year; and should receive well in advance a full profile of the school to

which they are going as well as a clear outline of the work they are required to undertake. These needs were brought out not only in our discussions around the States and in the submissions but also, more specifically, in a national survey of beginning teachers undertaken by Tisher and his colleagues in 1977.[2]

5.11 The survey presented a general picture characterised by the overriding concern of beginning teachers with practical teaching problems; their preference for school-based approaches to induction; and their inclination to seek assistance from their teaching colleagues rather than from others outside or inside the school. The evidence also pointed to the need to sustain induction programs beyond the first few weeks of beginning teaching.

5.12 It was clear from the Tisher study that, while induction had been given increased attention in recent years, inevitable problems had arisen in the preparation of efficient or successful programs. For example, while it is more difficult in some respects to assure adequate induction in a small school, nevertheless 7% of all beginning teachers surveyed had been appointed to schools with less than one hundred pupils. The average of beginning teachers per school was about three, but the number could range up to thirty in schools with an enrolment of more than 1 000 pupils.

5.13 Of those beginning teachers who replied to the Tisher survey, 82% said that they had been able to exercise some preference in the choice of their first appointment; nevertheless, 71% felt they had inadequate information on which to base their choice. Although preferences had not been met in 25% of the cases, no fewer than 81% were satisfied with their first appointment.

5.14 All appointing authorities met in the course of the Committee's visits acknowledged the importance of early knowledge and information, and all claimed to be attempting to meet these legitimate student demands. However, the majority held that - with centralised appointment systems, late resignations, promotions, and legislative protection of the rights of teachers - the situation, though it might improve, could never be completely satisfactory. Nevertheless, there seemed from the evidence presented to us to be a credibility gap between employers' policy statements and de facto practices in schools. Tisher found that only 35% of the beginning teachers replying to his survey had received more than six weeks' notice of their appointment; 45% had been notified in the final three weeks before term commenced; and only 62% had been able to visit their school before term started.

5.15 The Committee realises that the problems associated with initial appointment can be considerable in major State-wide systems but nevertheless holds firmly to the view that

candidates who are selected for appointment as beginning teachers should, wherever possible, be advised of their appointment before the end of the year in which they graduate. There should be close co-operative action between employing authorities and the teacher education institutions to ensure that this can occur. In any case, the school year should commence with a period of planning and induction activities involving all staff before classes commence.

5.16 The Committee is concerned that, according to the Tisher survey, one in five beginning teachers is transferred to another appointment within the first term of service, generally for reasons unconnected with the ability of the teacher or the needs of the classes involved; furthermore, 12% of those being appointed finally took up duty in a school different from the one to which they had originally been assigned. The Committee is of the opinion that beginning teachers should not be transferred between schools during their first year of teaching unless it is clearly in the pupils' or their own interest. As has been stressed elsewhere in this chapter, the Committee in adopting this position is fully aware of industrial agreements and current legislation which protect the rights of established teachers in relation to transfer, promotion opportunities and leave.

5.17 Advance information is a help, as is the opportunity to visit the assigned school before it closes down for the year. Welcoming assistance by the school is even more important. It is essential that, when taking up duty, the beginning teacher is eased into the classroom situation with a reduced load initially, whether in terms of teaching hours, content or class size. A deliberate effort should also be made to avoid unloading onto the new teacher classes which have proved difficult. The Committee does not assert that such unloading regularly occurs but the claim was made in submissions and was supported by the Tisher survey. The Committee hopes that principals and those responsible for time-tables are impressed with the need to eliminate this undesirable practice. Of particular concern is the assignment of beginning teachers to classes in which children are making the transition from home to school or from one major stage of education to the succeeding stage.

5.18 About half of the teachers surveyed by Tisher and his colleagues had received help with teaching during the first week; of the remainder, only a small minority, some 12%, felt themselves to be in need of help. One in three of the principals surveyed thought concessions in time or workload to beginning teachers unnecessary, yet more than half the beginning teachers had received some concession: 26% had a reduced teaching time, 14% a reduced range of content, and 15% a reduced class size.

5.19 In a small school the principal will be primarily responsible for the induction of a new teacher: in larger schools it may be a deputy principal, a senior master or someone specifically

deputed for the purpose. All this is common practice as the Tisher survey found. The evidence placed before us showed that once at the new school most beginning teachers received and appreciated assistance from colleagues; nevertheless, many claimed the assistance, support and planning to be inadequate.

5.20 It is important that whoever accepts responsibility for the induction of a beginning teacher should have some knowledge of the philosophy of the institution from which the new teacher graduated. There is much to be said for close connections between a teacher education institution and the schools in its area. We found evidence of such connections on our provincial visits especially, yet Tisher and his research workers found a serious lack of liaison, generally, between schools and teacher education institutions. The principals surveyed did not favour the follow up of beginning teachers by representatives of the tertiary institutions and were also less keen than the teachers themselves on the use of visits to other schools as an aid to induction.

5.21 In some submissions it was suggested that those responsible in the schools for the induction of beginning teachers should themselves receive in-service training from the teacher education institution in preparation for their responsibility. The hope was also expressed that all teacher education institutions would keep in close touch with their graduates during their first year of teaching. Many institutions advised the Committee that they had developed short courses, or that they hold at least a brief seminar for their first-year-out students. We commend such activities, not merely for their benefit to the beginning teacher but also for the feedback they give to the staff of the institutions. Nevertheless, it was generally stressed that induction is primarily a school-based matter.

5.22 There exists the possibility of confusing the concept of induction with the requirement for a probationary year before permanent admission to the teaching service. If the same staff members are personally responsible both for induction and for reporting on suitability for tenure, inevitably the beginning teacher will be under considerable pressure to avoid risk-taking situations and there is also the potential for severe role conflict on the part of the supervisors. In the Committee's view induction should not be confused with probation and, wherever possible, decisions on permanency of tenure should not be made by those directly responsible for induction.

5.23 The most striking recent change in school practices throughout Australia has been the increasing freedom to develop localised and individualised school curricula. It has been represented to us that this is the greatest professional problem facing the beginning teacher, and various submissions have recommended that new teachers should have prepared curriculum guidelines for their personal assistance. We have no desire to see the reimposition of centralised State syllabuses but we recognise merit in this proposition.

Particular Induction Needs

5.24 A study by Otto and his colleagues, though less wide-ranging than the Tisher survey, shed light on the difficulties experienced by particular categories of beginning teachers.[3] Women high school teachers stressed the problems arising when faced with pupils who constantly disrupt the classroom, while teachers of both sexes in small primary schools were concerned at having to teach in subject areas for which they felt unprepared. Grade 2 teachers and teachers taking three or more primary grades experienced particular difficulties in determining the content which their pupils had previously covered.

5.25 The placement of pre-school teachers in small isolated kindergartens is of particular concern. Work with young children necessarily involves a close working relationship with parents and the opportunity for their participation in the centre. While a first year teacher is establishing relationships with children it would be unreasonable to expect direct relationships also to be established with parents unless the teacher was quite experienced in communicating with adults. The experienced kindergarten aide may be supportive of the new teacher but may also be seen as a threat to the teacher's attainment of professional leadership. Induction into the full range of responsibilities of the pre-school teacher (and junior primary teacher also) will be a continuing process. If the initial appointment can be to a situation where there is at least one other teacher, as well as supportive ancillary staff, unnecessary problems can be avoided.

Overview and Recommendations

5.26 In other chapters, further references are made to problems facing teachers at all levels of experience; however, the most serious problems are faced by beginning teachers called upon to teach children of differing social and ethnic backgrounds or with English language difficulties. The Committee stresses that employing authorities should closely monitor induction practices at all levels with a view to effecting needed improvements. It is with the supporting arguments advanced in those other chapters also in mind that our recommendations have been framed. We recommend that:

R5.1 BEGINNING TEACHERS SHOULD NOT BE PLACED IN SCHOOLS OR ASSIGNED TO TEACH CLASSES FOR WHICH THEY ARE NOT PREPARED, FOR EXAMPLE, SCHOOLS AND CLASSES WITH A MAJORITY OF PUPILS FROM CULTURAL AND LANGUAGE BACKGROUNDS SUBSTANTIALLY DIFFERENT FROM THEIR OWN, OR SUBJECTS IN WHICH THEY HAVE NOT BEEN TRAINED. FURTHER, EMPLOYERS AND PRINCIPALS SHOULD AVOID APPOINTING BEGINNING TEACHERS TO 'DIFFICULT' SCHOOLS OR CLASSES.

R5.2 DURING THEIR FIRST YEAR OF SERVICE BEGINNING TEACHERS SHOULD BE ELIGIBLE FOR A REDUCED TEACHING LOAD AND PROFESSIONAL RESPONSIBILITY, WHILE RECEIVING FULL SALARY.

R5.3 SYSTEMS, SCHOOLS AND TEACHER EDUCATION INSTITUTIONS SHOULD PROVIDE BEGINNING TEACHERS WITH ORIENTATION MATERIALS AND WITH DETAILED CURRICULUM GUIDELINES TO EASE THEIR TRANSITION INTO A FULL PROFESSIONAL ROLE.

End Notes and References

1 See, for example: J. Anstee, 'The Professional Needs of Teachers in the Initial Years of Service in Schools', Report to Australian Teachers' Federation Annual Conference, January 1976, Victorian Teachers' Union, 1975; D. Hogben 'Whence Teaching Identities?', Unicorn, 5, 3, 1979.

2 R.P. Tisher, J.A. Fyfield & S.M. Taylor, Beginning to Teach, Education Research and Development Committee Report No 20, AGPS, Canberra, 1979, Volume 2.

3 E.P. Otto, I.S.H. Gasson & E. Jordan, 'Perceived Problems of Beginning Teachers', South Pacific Journal of Teacher Education, Volume 7, Nos 1 & 2, 1979.

CHAPTER 6

TEACHER DEVELOPMENT: PRE-SERVICE

Task and Issues Arising

6.1 The Committee was asked to consider the personal education of potential teachers and the range and balance of skills required by teachers in various categories, including their training in the early detection, diagnosis and remediation of learning difficulties and handicaps.

6.2 The Terms of Reference also required the Committee to examine the extent and effectiveness of various forms of teaching practice. The induction of beginning teachers into schools and the teaching profession was another aspect of the remit to the Committee. Induction is not strictly a pre-service function, but because of its continuity with the pre-service phase of the teacher development process, particularly with practice teaching, some attention is given to it in this chapter as well as in Chapter 5.

6.3 In Australia, potential teachers are educated wholly or partly within tertiary institutions. Universities and colleges of advanced education provide courses in which the personal as well as the professional education of the potential teacher receives special attention. These courses may adopt varying approaches but there is a general consensus that they are alternative routes to the same goal: the beginning teacher who, after a brief period of induction, is able to teach effectively in the classroom and who will also seek to continue his professional and personal education through involvement in both formal and informal in-service activities.

6.4 Against this general background, the Terms of Reference raise a number of issues and questions for consideration by the Committee:

- what is the specific role of initial teacher education within a process of teacher development which includes recurring and extended periods of in-service education?
- to what extent and in what ways should initial teacher education be responsive to social trends and cultural, economic and other changes in our society?
- what is the relationship of initial teacher education to other developments - in curriculum, school resources and buildings, and the organisation of schooling?

- to what extent should an initial course of teacher education attempt to provide experience in the detection and/or remediation of special learning difficulties and problems encountered by students with particular kinds of handicap?

- should initial teacher education be carried out in close association with other forms of professional preparation or is it better conducted in specialist programs and institutions?

- what is the preferred duration, form and status (degree, diploma) of initial teacher education?

- what are the most suitable and appropriate forms and combinations of theoretical studies and practical experiences?

- what are the relative responsibilities of the school and the tertiary institution in the provision of practical experience?

- to what extent should teacher education institutions be free to determine the shape and content of pre-service courses?

6.5 In considering these issues and questions, the Committee attempted to delimit the scope of initial teacher education and to identify those fundamental learnings that might be regarded as essential for all beginning teachers. The Committee's deliberations enabled it to clarify its views about the general character, length, status and other qualitative features it would wish to see in all courses of initial teacher preparation.

6.6 In particular, the Committee considered the concept of a central core of studies and experiences for initial teacher education. In developing this concept, the Committee was fully aware that there is more to initial teacher education than a curriculum plan and that an analysis of the central core is not the same as a specification of the whole curriculum for students. Besides the required core, the curriculum will include a wide range of optional or elective studies, some of a highly specialist character. Furthermore, the organisation of a teacher education institution, the qualifications of the staff and the quality of the relationships between staff and students are all crucial to the success of pre-service courses. Even so, the Committee believes that analysis of the central core is a valuable way of focusing attention on the fundamental purposes, essential structures and required programs of initial teacher education. Once these have been determined, a clearer view can be reached about the elements, structures and resources appropriate to particular teacher education courses.

6.7 In arriving at its positions and in framing its recommendations the Committee found it useful to proceed by:

- considering the overall purposes, tasks and structures of teacher education in the light both of current practices and the evidence from submissions and surveys;
- offering a critique of current practices and assumptions in teacher education;
- delineating and clarifying aims and objectives specific to the pre-service phase;
- outlining a core of studies appropriate to prospective teachers;
- reviewing the degree of specialisation appropriate to pre-service preparation;
- examining and commenting on the alternative structures of pre-service courses; and
- exploring the relationship between practice teaching and induction.

Current Situation

6.8 In sketching the current situation, the Committee briefly focuses on a number of major features: the development and accreditation of pre-service courses; the major types of pre-service courses; the influence of the area of learning difficulties; and practice teaching, including micro-teaching.

6.9 Teacher education institutions are subject to a variety of influences, including tradition and custom. These influences determine the content of pre-service courses and how they will be taught. Final approval for courses in universities is usually given by an academic board of the institution, or by a similar body, after the proposal has been developed and approved within the faculty. While universities are frequently free from any external constraints, colleges of advanced education must further satisfy State accreditation and national registration bodies that the course is needed and that it is likely to be effective. (See Chapter 7 for further discussion of accreditation.) In both universities and colleges of advanced education, external consultation on professional aspects of the teacher education course can take place through the appointment of external members to faculty or college boards, and through the involvement in course development of State departments of education, teachers or principals, professional organisations, students, the community, employers, or other agencies.

6.10 There are two main types of pre-service teacher education courses: concurrent and end-on. Concurrent courses, of three

or four years' duration and leading to either a diploma or degree, combine academic and professional studies and practical experience within the one course. End-on courses are usually of one year's duration and focus on professional and practical studies, following a degree program of academic studies.

6.11 All teacher preparation courses include, in varying proportions, professional studies and a range of practical experiences. Professional studies usually embrace a set of foundation studies in educational theory and related disciplines, courses in curriculum, pedagogy and school organisation, and various options of a specialised character. Practical experiences are focused on teaching practices in schools, but may also include periods of attachment, visits and experience in other working environments. All courses also include a substantial study of one or more major disciplines or areas of knowledge, such as history, science or environmental studies.

6.12 All institutions offer pre-service courses in the area of learning difficulties, though the courses vary considerably in nature and extent and some are offered as optional studies only. The significance of the area of learning difficulties for general teacher education arises from the fact that in all normal classrooms a teacher will find some children who are experiencing such difficulties. Furthermore, the range of individual differences encountered by the normal classroom teacher is increasing as the classification 'handicapped' and the placement of pupils in segregated schools become less acceptable to parents and teachers. One of the most important changes in the area of special education has been the growth in awareness by educators that many 'exceptional' children could be catered for in the mainstream of education without having to be withdrawn to a remedial or special facility. Debates about the desirability of so called 'mainstreaming' continue, but there can be no doubt that the trend towards integration places added responsibility on the regular classroom teacher in the areas of diagnosis and remediation. It also assumes that specialist resource people (both itinerant advisers and staff teachers) will be available to aid regular classroom teachers and that classroom teachers will have the competency to draw on these people when needed.

6.13 The Committee sought comments from all teacher education institutions in the country on the time their courses devoted to practice teaching, the form and length of practice, and staff involvement in the students' practice teaching. All institutions preparing teachers offer practice teaching as a significant component of the course. End-on courses generally provide for about nine weeks of practice, and concurrent courses for between fifteen and twenty-five weeks; the range is from six to eleven weeks and from eight to forty weeks respectively. Institutions arrange for most practice teaching to be supervised, often relying heavily on seconded teachers or

the supervising teachers in the school. Members of the institution's staff usually liaise between the school, the student and the classroom teacher. They also advise students and sometimes assist in the evaluation of students' practice teaching.

6.14 In addition to formal school practice sessions, most institutions offer micro-teaching experiences to develop students' skills. Micro-teaching is a form of simulation and practice in which students identify discrete skills and learning tasks, teach small groups of students, and review and assess their teaching performances with the assistance of video tapes. The amount and method of provision of micro-teaching experiences and their integration with other parts of the course vary greatly between institutions.

Submissions and Evidence Relating to the Desired Overall Purposes, Tasks and Structures of Initial Teacher Education

6.15 The preceding overview of the current state of teacher preparation in Australia is largely based on evidence and information contained in submissions presented to the Inquiry or acquired during the Committee's visits to the States and Territories. The Committee also asked all teacher education institutions questions on the mix of various strands of pre-service courses, on compulsory elements, and on the overall shape and direction of studies. Further information was obtained from Australian and overseas literature on research and theory in pre-service education.

6.16 The views expressed in submissions varied considerably. Individuals and special interest groups often confined their attention to specific units of study they wished to see made compulsory. Submissions from teacher educators and institutions generally took a broader view of the structure of the whole course and defined at least a framework of essential studies. Even so, they did not encompass the full range of questions that the Committee regards as pertinent to the initial course.

6.17 Submissions were in general agreement that all teachers should be able to detect and diagnose learning difficulties, and most said that remediation should be covered in pre-service courses. In this respect, the submissions echoed the view of the House of Representatives Select Committee on Specific Learning Difficulties that the normal classroom teacher is the key to attempts to overcome learning difficulties.[1] The submissions also accorded with strongly reasoned cases in the literature for a greater emphasis in pre-service courses on the management of learning difficulty.[2]

6.18 Most submissions commenting on this aspect noted that pre-school and primary school teachers have the opportunity for early detection and diagnosis of children's learning difficulties and that intervention at these early stages of schooling holds the most promise of success.

6.19 Surveys of both students and teachers indicate that newly qualified teachers feel insufficiently prepared for work with classes and groups comprising a wide range of ability, and that they have difficulty in applying concepts and strategies of individualised teaching.[3] They may even be hampered in their approach by a poor understanding of courses in the theory of learning and human development.

6.20 None of the submissions received by the Committee disputed the importance of practice teaching within the pre-service course. Opinions varied, however, on the appropriate length and form. Some submissions called generally for 'more' practices, others envisaged variable practice according to the needs of students. In particular, opinions differed widely on the appropriate length and staging of teaching practice within concurrent courses. There were also proposals for an additional full year of practice in the form of an internship which might comprise the final year of a course.

6.21 There was a measure of support across the submissions for student practice teaching ranging over a variety of schools; for early childhood trainees, experiences of integrated early childhood services and other child-care settings, as well as pre-schools, were advocated. Close collaboration between institutions and the practice schools attended by their students was also called for. Suggestions were made for on-campus schools or associations of training schools which would assist the institution in developing and achieving the objectives of its course. Comments were also made on the supervision of student teachers in the school, with a number of teacher education institutions and professional groups suggesting that supervisory teachers should be carefully selected and trained for their role. Chapter 7 examines the role of institutional staff in relation to practice teaching.

6.22 Professional groups complained that funding arrangements hampered experimentation by institutions with the length and form of practices. Research and more flexible and imaginative funding were called for to foster a wider variety of approaches.

6.23 Australian research into broad types of teacher education programs is noted below. There is relatively little research that attempts to identify the skills teachers need in terms of the functions of schools and the roles and tasks of teachers. Burns has made a start in analysing the tasks that teachers perform, and is extending the analysis to practice teaching tasks.[4] Others have argued that an analysis of roles rather than of skills is the appropriate starting point for research.

Critique of the Current Situation

6.24 While not wishing to single out any particular teacher education institution, the Committee is concerned that the design of some pre-service courses is based on questionable

assumptions. Some courses appear to have been adapted from overseas models on the assumption that such models - and the reading references associated with them - could simply be transferred to the Australian environment; clearly, more regard for the context in which a teacher will work is needed. In other courses it seems to be implicitly assumed that the beginning teacher can and should reform the education system itself; this role is better performed by more senior members of the profession and by education agencies. Another questionable assumption is that small amounts, often in discrete units, of a large range of subject matter, skills, understandings and so forth are needed to give the student a basis for choice, for further study and for experience in the field. Again, in some programs it is assumed that introductory courses in specialist disciplines such as sociology, psychology and philosophy are an adequate foundation for what is, in fact, a complex and difficult branch of human knowledge and understanding.

6.25 The Committee's position is that assumptions about the nature of educational study and the roles and responsibility of the beginning teacher should be carefully scrutinised and assessed by all institutions involved in initial teacher education. The kind of energy devoted in recent years to getting programs through various assessment requirements might now be expended as part of a systematic review process, directed at a critical appraisal of the underlying assumptions of initial teacher education.

The Aims and Objectives of the Pre-service Course

6.26 The actual content of pre-service teacher education courses in Australia has evolved from traditional models used in other English speaking countries. These models may now no longer be valid. Obviously, many of the demands placed on teacher education institutions in recent years are related to those placed on schools, and attempts to meet these new demands have varied. The Committee believes that the time is appropriate to attempt to develop a new curriculum model for teacher education and to embed it firmly in the Australian context. The Committee does not wish to determine the specific content of courses but it would like to suggest major orientations or areas of study that should be addressed in all courses

preparing teachers for Australian schools. The Committee's suggestions derive from its exploration of the social context of schooling as discussed in Chapter 2. In Chapter 3, an outline is given of how the desired skills and understandings might develop throughout a teacher's career. Thus, attention is drawn to the limits as well as the scope of the initial course.

6.27 The Committee expects the student teacher to have a general education that combines breadth of knowledge and understanding of some of the principal features of contemporary culture and society with substantial depth in one subject or area of knowledge. The following minimal professional objectives for the pre-service course are proposed by the Committee. The course should prepare teachers who can:

- organise and manage effective learning situations for pupils;
- participate as responsible members of a school's staff, the teaching profession and the community;
- identify and relate significant theoretical knowledge and understanding to the kinds of practical situations which will typically be met;
- detect, and to a limited extent, diagnose characteristic learning difficulties in students and, with guidance, select appropriate learning materials and strategies;
- enter the teaching profession able and willing to sustain their own continuing professional growth and development; and
- relate teaching and education to other dimensions of contemporary national and international life.

6.28 The foregoing must be regarded as a minimal set of objectives, indicating the requirements that all students completing initial teacher education ought to satisfy. For a fuller exposition of these objectives, reference needs to be made to Chapters 2 and 3. The Committee stresses that the force of these objectives is to bring about a greater practical emphasis in initial teacher education, without losing sight of the broader context of educational theory and contemporary life within which the practice of school teaching should be perceived and understood.

6.29 A course of pre-service education must attempt to achieve a balance between practical and theoretical elements. While it must ensure that a teacher at the end of his preparation possesses practical competence, it must also equip him with the theoretical foundations and attitudes which will support future professional development. Initial courses may omit some theoretical material which can be more adequately handled in post-experience courses. It follows that the beginning teacher

cannot be expected to show mastery of all facets of educational theory and practice. Chapter 5 points out the need for schools and educational authorities to assist beginning teachers with their induction into a full professional role.

6.30 In the past, teacher education has usually concentrated on a particular level of schooling such as primary or secondary. These divisions are to some extent dissolving and the Committee adopts the position that there is a central core of studies and experience which should, as far as practicable, be pursued together by all teacher education students. Teachers of certain age groups clearly need skills, knowledge and kinds of awareness which differ from those required by teachers of older or younger children. Nevertheless, there are some skills and understandings that are required by all teachers, accepting that there may be some variation in the degree to which these skills are developed by teachers of different age groups. This proposition prompted the Committee to investigate the concept of a central core of studies and experiences relevant to initial teacher education.

A Core of Studies for All Teachers

6.31 In its approach to teacher development in Chapter 3 the Committee identified two broad aspects of teacher preparation - personal and professional. In translating these aspects into considerations relating to pre-service courses it would be a mistake to identify the personal aspects exclusively with the general/academic component and to equate the professional aspects with the components of educational theory, teaching methodology and practice teaching. Personal development may be achieved through any form of study, and the professional requirements for teachers of young children certainly include a basic knowledge of a wide range of disciplines, such as language, mathematics and social studies. Moreover, an attempt should be made to specify for teacher education a core of studies and experiences that relates to the core of studies becoming characteristic of Australian schools,[5] and that focuses on the skills and understandings to be mastered by all students at the pre-service phase. Such a core can be broadly conceived as embracing the conventional academic studies, educational and professional studies, as well as experience.

6.32 To meet the minimal set of objectives defined for teacher preparation, and without attempting to prescribe the entire pre-service curriculum or particular courses within it, the Committee recommends that:

R6.1 A CORE OF STUDIES AND LEARNING EXPERIENCES SHOULD BE REQUIRED OF ALL STUDENTS IN PRE-SERVICE TEACHER EDUCATION. THE CORE SHOULD CONSIST OF:

. SUBJECT DISCIPLINES AND OTHER DIMENSIONS OF KNOWLEDGE, UNDERSTANDING AND EXPERIENCE;

- THE ORGANISATION OF LEARNING: CURRICULUM DESIGN AND TEACHING METHODOLOGY;
- HUMAN GROWTH AND DEVELOPMENT;
- THEORY OF EDUCATION: INTERDISCIPLINARY, INTEGRATED AND RELATED TO THE PRACTICE OF TEACHING AND LEARNING;
- STUDIES IN CONTEMPORARY CULTURE: AUSTRALIAN SOCIETY IN ITS NATIONAL AND INTERNATIONAL SETTINGS, SOCIAL TRENDS, ECONOMICS, POLITICS, IDEOLOGIES AND VALUES;
- METHODS OF INQUIRY AND RESEARCH; AND
- PRACTICAL EXPERIENCE: IN CLASSROOMS AND OTHER COMMUNITY AND WORK ENVIRONMENTS.

The determination of specific content, approaches and experiences and the balancing and sequencing of studies must remain the responsibility of institutions and the profession itself, subject to consultancy, assessment and evaluation procedures such as those outlined in Chapter 7.

6.33 Within this framework, the Committee would wish to see attention given to a number of specific aspects on which it received submissions and evidence. Altogether, more than thirty discrete skills or understandings were described in submissions as being essential to a teacher's preparation. The list included skills and understandings in such diverse areas as multi-disciplinary teaching; the social implications of curriculum; class management and control; assessment; educational technology; home-school relations; professional responsibility; first aid; and music.

6.34 Some of these 'essential requirements' could be incorporated as dimensions or emphases in the core; others, so far as depth is concerned, belong to the area of optional studies (at the pre-service stage); and some, the Committee believes, should be stressed as absolutely necessary studies in their own right. These different approaches are illustrated in the following discussion on the various elements of the core curriculum. The Committee's general attitude is that the pre-service course should not become cluttered with disparate units most of which, in any case, are probably better studied at the in-service phase. The Committee's approach is also conditioned by its view that pre-service education and training is but a first stage, to be followed by involvement in in-service education as teachers develop in their professional roles. The Committee takes the position that <u>all courses of initial preparation, irrespective of length, should be regarded as the first stage only of a teacher's development.</u>

6.35 The Committee wishes to emphasise that, in adopting the concept of a core, teacher education institutions need to be highly selective. They must bear in mind that students with different interests, aptitudes and teaching career paths are being educated together, and that every effort needs to be made to maintain the overall integrity and unity of studies. The latter point relates particularly to the theoretical part of the course, which many submissions criticised for appearing to lack meaning, relevance and coherence. This issue is taken up in more detail below. It is sufficient here to note that, at the pre-service stage, teacher educators are faced with a challenge to demonstrate the pertinence and significance of studies especially in the theory of education.

The Specific Elements of a Core of Pre-service Studies

Subject Disciplines and Areas of Knowledge, Understanding and Experience

6.36 The general education of teachers requires that they be introduced, systematically, to some of the principal areas of human knowledge and experience, and thus that they study in depth in one or more of these areas. The approach ought not to be merely informational, but should include an introduction to the structure and organisation of knowledge, a critical assessment of contemporary learning, concepts and methods of inquiry, and an interpretation of the practical bearings and relations of these areas of knowledge. Careful selection and sequencing are needed to avoid superficiality and excessive generality in what will be but one part of the student's overall course. For the teacher of younger children there could well be a close correspondence between this part of the course and the so-called curriculum studies.

6.37 It is obvious that teachers must have a subject matter to teach. This is no less true of the teachers of young children than it is of teachers in the upper reaches of secondary schools. In both cases, prevalent assumptions about the structure and organisation of studies will need to be examined. Curriculum studies which provide only a superficial understanding of major areas of human knowledge, such as mathematics and language, are plainly inadequate. The assumption that a student's intellectual development is attained solely by the study of a main subject or subject area which may or may not be taught by him, is questionable. Intellectual development could be as adequately achieved through a range of curriculum studies corresponding to the main branches of the school curriculum. Through selection and integration, curriculum studies could be taken in depth and used both as a means of enriching the student's understanding of the world and as a specific preparation for teaching in schools. Such an approach would effectively combine the general education and the professional components of a student's course. The Committee also questions the assumption

that prospective secondary teachers can study a future teaching subject adequately without any reference to its pedagogical dimensions, such as how children and young people can best set about learning the subject. Further, the Committee cannot ignore the increasing demand in schools for flexible and adaptable teachers. Teachers must be ready to become members of cross-disciplinary teams and to teach themes and topics that are not uniquely located in any one discipline. Teachers must also be able to relate all school subject knowledge to the needs and interests of a very diverse student population. These requirements lead us to conclude that all teacher education institutions should critically re-examine the structures, sequence, and selection of content in their main subject, general education and curriculum areas. Amongst other things, this will require universities to pay more heed to the fact that in some departments a significant proportion of students in three-year degree courses are destined to become teachers. In particular, the Committee encountered frequent complaints that English courses offered by many universities excluded any consideration of children's literature.

The Organisation of Learning: Curriculum Design and Teaching Methodology

6.38 One essential requirement of all teachers from their first day of teaching is to define, establish and maintain learning environments and situations for students. These tasks take many different forms, and even the beginning teacher must be able to enact a variety of roles. Such requirements as choosing and modifying teaching resources; planning and carrying out field trips, excursions, visits and camps; organising small groups; designing individual study programs; supervising groups of unfamiliar children; and communicating with parents, characterise the varied and demanding nature of the teaching task even for beginners. The Committee envisages that the central core in pre-service courses will include what might be termed procedural studies essential to all teachers irrespective of subject or year-level specialisations. While there will be specific method units for particular curriculum areas and while teaching approaches will differ according to the developmental age of children, there will also be more general units which are essential for all teachers. These general units include studies of the principles of school and classroom organisation and of curriculum development; an analysis of learning processes and learning environments; an exploration of the significance of home-school relationships; and an examination of the variety of classroom techniques and their appropriate application. Skills of communication, the use of educational media and the development of appropriate evaluation procedures to assess student learning and teaching effectiveness should also be emphasised. Staff from the foundation disciplines can contribute to many of these topics and thereby aid in the integration of the total course.

6.39 The Committee considers that, in this part of the course, substantial attention should also be given to methods and procedures relating to specific learning tasks such as the acquisition of language and number skills.

6.40 There has been a deal of research on the amount of time devoted in pre-service courses to the teaching of reading. The focus on this aspect has certainly increased since 1943 when Turner's survey indicated that no institution offered studies specifically on this topic.[6] However, the results of all recent studies point to wide variations in institutional practices. Often, students preparing to teach in secondary schools are not required to receive any training in this area. For primary teachers, the number of course hours devoted to the teaching of reading in most New South Wales and Victorian institutions, as late as in 1976, was less than 50 hours.[7] A survey in 1977 by the National Committee on English Teaching found the range was from 20 to 118 hours in concurrent programs,[8] with end-on courses generally giving even less attention to this area. The latter survey and one by the Queensland Board of Teacher Education which looked at programs in Queensland colleges of advanced education showed that teachers felt inadequately prepared to teach reading. In the Queensland survey more than a quarter of beginning primary teachers found reading the most difficult area to teach.[9]

6.41 Attention is drawn in Chapter 8 to the generally limited background in mathematics of students entering courses of teacher education. Early childhood and primary teachers must, among other things, be teachers of mathematics. A 1974 survey of eight Victorian colleges preparing teachers for primary schools indicated that the average amount of time devoted to mathematics in a three-year course was only thirty-four compulsory hours.[10] The range was from twelve hours (compulsory) to 174 hours (including options). A national survey, conducted in 1979 by the Mathematics Association of Western Australia, showed that the average compulsory time devoted to curriculum studies in mathematics in concurrent pre-service courses for primary teachers was seventy-five hours over the entire course.[11]

6.42 In relation to the teaching of language and mathematical skills, the Committee does not accept that the extensive publicity concerning alleged deficiencies in pupils' learning in these areas has conveyed an adequate or accurate picture of the real state of affairs. The Committee does agree, however, that the development of teaching skills in these areas should receive substantial emphasis in pre-service courses. We do not suggest any particular formula for the amount of time to be devoted to these skills, but we would be surprised if the necessary teaching competence could be developed in the minimal time devoted to them in some programs in recent years. The Committee's basic position is that all graduates of pre-service programs must have achieved a minimum acceptable standard in

the teaching of language skills appropriate to their teaching level and graduates of primary teacher education programs should have reached comparable standards in the teaching of mathematics. The standards should be specified by the teacher education institution following consultation with employing authorities. The Committee also sees it as a responsibility of the institutions to ensure that all graduates have achieved an acceptable level of personal competence in these areas, if necessary through attendance at non-credit courses.

Human Growth and Development

6.43 The preparation of all teachers requires them to achieve an appropriate level of understanding of children and adolescents whom they will teach. In order to engage pupils in the active learning process, a teacher needs to understand their abilities and preferred ways of learning, their motivations, interests and values; he must appreciate, also, each learner's view of himself and of his environment. To understand each pupil adequately is to understand his background and its influence on his striving, learning and behaviour. Thus, studies in human growth and development need to examine the broad range of determinants of behaviour and learning.

6.44 It is of particular importance that teachers understand also the sequences of human growth and development. Each teacher interacts with a pupil at a given stage in his life cycle and needs to understand the skills, capacities, understandings and attitudes the pupil has already developed so that he (the teacher) can offer appropriate cues to the learner and guide the learner further along the developmental path. He needs to know the potentialities inherent in ensuing stages of development if he is to help the pupil lay firm foundations for later achievements. Any group of pupils comprises individuals who are at different stages in the developmental processes; pre-service studies therefore should emphasise the range of characteristics and the heterogeneity of any group found in classrooms.

6.45 The increasing trend towards integrating children with mild or moderate mental, sensory and physical handicaps into regular schools and classes; the pervasiveness of learning difficulties; and the need for teachers to interact with specialist staff and with parents of exceptional children - all point to the need for the preparation of teachers to cover a wider range of individual differences among pupils. Thus, some elements of special education can usefully be incorporated into general teacher education programs. The aim should not be to produce specialist teachers but to equip general classroom teachers with the skills they require to deal with the range of variation likely to be found in normal classrooms, and to enable them to work co-operatively with resource and other specialist personnel.

6.46 Concerning the study of human growth and development, the Committee believes that goals at the pre-service stage should be limited, with the major emphases being on:

- an awareness of the existence and nature of exceptionalities, including giftedness;
- a knowledge of and sensitivity to the characteristics of a range of children with handicap;
- some ability to identify learning difficulties and needs, and to choose appropriate materials; and
- a knowledge of specialist agencies and of when to initiate referrals.

6.47 These goals should be included in the core of the pre-service teacher education program for all teachers. In addition, according to the staff expertise available within the institutions, electives should be available in particular areas of exceptionality. Also, school experiences should be organised to include planned interactions with guidance officers, resource teachers and other specialist staff. Accordingly, the Committee recommends that:

R6.2 ALL PRE-SERVICE COURSES FOR TEACHERS SHOULD GIVE SYSTEMATIC TREATMENT TO METHODS OF ADAPTING EDUCATIONAL PROVISIONS TO A WIDE RANGE OF INDIVIDUAL DIFFERENCES AMONG PUPILS. SUCH COURSES SHOULD PROVIDE INFORMATION ON THE SUPPORT AND OTHER SPECIALIST SERVICES, AVAILABLE WITHIN EDUCATION SYSTEMS AND FROM OTHER PROFESSIONS, WHICH MAY NEED TO BE UTILISED TO SUPPORT ACTION TAKEN IN SCHOOL FOR CHILDREN WITH MORE THAN ORDINARY LEARNING DIFFICULTIES.

Theory of Education

6.48 Reference has been made already to the high degree of dissatisfaction, expressed in several submissions and communications, with the current treatment of the theory of education. It is not easy to pin down the particular problems since the term 'theory of education' is used in a wide variety of ways, from an approach to any kind of subject matter dealing with teaching and learning which brings out its conceptual structures, its abstractness or generality, to a consideration of particular topics or approaches within specific areas of educational study, such as 'rules' in philosophy or 'learning theory' in the psychology of education. It is also pertinent to note that practising teachers are less critical than student teachers about the place of theory. Nevertheless, there seems to be agreement that increased efforts should be made by teacher education institutions to integrate or interrelate the various strands of theory courses; to demonstrate interpretations and applications of theoretical knowledge in contexts familiar or accessible to students; to show in what ways the theory of education may be seen as a powerful and unified area of knowledge and belief with relevance to students in training; to emphasise those branches or aspects of theory that have a clear bearing on educational problems and issues;

and to show the relationships of educational theory both to social action and to other branches of knowledge and contemporary society.

6.49 It will not be easy to achieve these orientations. Nor should they be taken as implying that the focus of the theory of education is to be narrowed to obvious and immediate application in classrooms. Student teachers do need some introduction to the history and development of fundamental ideas about education and its achievements, and they do need to see educational theory as a wide-ranging and complex set of constructs and ideas. It is a challenge to teacher educators to bring out both the generality and the particular applications of educational theory so that both student teachers and practising teachers see it as highly relevant to their concerns.

6.50 The Committee sees the study of educational theory as one strand of the central core in pre-service education, and suggests that the teaching of educational theory warrants full and urgent review by institutions. The Committee would like to see more emphasis, in courses and in texts, on the socio-cultural context within which theory develops and to which it relates. The Committee rejects any sharp distinction between theory and practice, seeing educational theory as a theory of practice, whose systematic study should equip students with knowledge structures, concepts, understandings and motivations that will make them insightful and adaptable teachers and, in due course, significant educational influences in the community. But the Committee cautions against expecting too much from pre-service courses and would like to see in the institutions a more coherent approach, to replace the disparate and miscellaneous collection of course units that students now frequently undertake. Considerably more use could be made of Australian sources and materials as part of the attempt to develop educational theory within the context of our society and its needs.

Studies in Contemporary Culture

6.51 In Chapter 2 we stressed that teacher education should be embedded more firmly in the contemporary social context. Several of the themes drawn out there are highly relevant to the curriculum of the pre-service course. The Committee favours the development, as a distinct strand in the core for all pre-service students, of a set of studies on Australian society and culture, within wider settings - the region (South East Asia and the Pacific) as well as the broader international context. These studies would be selective and inter-disciplinary, drawing from such fields as sociology, history, anthropology, geography, economics and politics.

6.52 The Committee does not wish to be in any way prescriptive in an area where much thinking is required by institutions to map out

appropriate courses. However, the submissions we have received and evidence we have reviewed suggest that teachers should be aware of and have some understanding of:

- Australia as a multicultural as well as a multi-ethnic society;
- the diversity of the socio-economic and cultural backgrounds from which children come;
- the basic social structures and values of our society;
- the rights, needs and responsibilities of minority groups;
- Australia's place and role in regional and international affairs;
- the forces and factors making for stability and change in society, including technology, employment patterns, demographic factors, economic development, and the media;
- individual and social ways of adapting to change; and
- the interrelationship of education with the family and with other social agencies and processes.

6.53 This is a suggestive not an exhaustive list. It shows the direction which the Committee would like to see taken by one of the distinct strands of the recommended core. It is important not to take a narrow or superficial approach to this area. For example, a broad definition of multiculturalism is required, to bring out the religious, socio-economic and other kinds of diversity in Australian society, besides ethnic diversity. Given the severe constraints on time in the pre-service phase, institutions will need to design courses which are selective and sharply focused.

6.54 The Committee agrees with the weight of evidence presented to it that, to be effective in preparing teachers for the decades ahead, pre-service courses should emphasise the multicultural character of our society, taking multiculturalism in the broad sense alluded to above. The Committee recommends that:

R6.3 PRE-SERVICE TEACHER EDUCATION COURSES SHOULD BE STRUCTURED AND TAUGHT SO THAT STUDENTS DEVELOP THE APPROPRIATE SKILLS AND ATTITUDES TO BE EFFECTIVE TEACHERS IN A MULTICULTURAL SOCIETY.

6.55 The specialist departments which exist in some teacher education institutions may go some way towards meeting this requirement. However, the intention of the recommendation is that the entire pre-service course should incorporate a multicultural perspective. Attitudinal changes will only take place if there are pervasive programs instilling in teachers a realisation and acceptance of the multicultural nature of Australian society. Such programs would not, however,

adequately prepare students for specialised teaching roles upon graduation; the preparation for and assignment to these roles are discussed in Chapters 4 and 5.

6.56 Some institutions may find that their courses need little modification in order to implement this recommendation. However, in many institutions a significant reorganisation of pre-service course units may be required. It will be essential that appropriate staff are available and that staff in all areas give consideration to the effective inclusion of multicultural perspectives. To call for a rapid implementation of the recommendation may result in superficial and ineffective course changes. Chapter 7 takes up the requirement for appropriate staff development opportunities in this area for teacher educators.

Methods of Inquiry and Research

6.57 Teachers were often criticised in the past for adopting a rather passive role towards knowledge - treating it as subject matter to be assimilated and then passed on to others in a suitably predigested and packaged form. Yet the Committee was confronted with submissions suggesting an increasing need for teachers to teach children how to learn, to prepare them to take responsibility for their own lives, to assist them to integrate the masses of information they receive in school and from out-of-school sources. Furthermore, a large body of research and theory underlines the fundamentally active nature of the learning process and the value of the learner seeing himself as an inquirer, an organiser of his own knowledge, and indeed, a creator of understanding and of truths.[12]

6.58 Many courses of preparation for teaching still seem to give undue emphasis to a received body of information and ideas, and do not train students sufficiently in methods and techniques of inquiry, simple research procedures, ways of thinking, analytical and critical processes. The manner in which ideas, theories and hypotheses are developed and tested, the criteria and procedures adopted in different subjects and at different periods for validating knowledge, and the way in which researchers, scholars and other 'knowledge makers' work - including those engaged in application of knowledge in practical spheres - are fitting subject matter for student teachers. Unless student teachers themselves experience and come to understand how inquiries and research are conducted, it is unlikely that they will know how to bring about an inquiring and critical approach subsequently in their own pupils. Nor will they be well placed to undertake their own further education and development, critically and reflectively, through continuing inquiry and personal research.

6.59 The Committee does not envisage substantial courses in logic, scientific method, epistemology, philosophy of the social sciences and research design, but it would like to see more attempts being made to develop integrated courses in methods of inquiry, building on the treatment this aspect received in the preceding or concurrent study of academic disciplines. These courses should introduce students to a range of major research procedures in the context of areas and fields of knowledge, such as empirical inquiry in sociology and psychology, historical inquiry and the uses of evidence and argument in research. Such courses need not be technical in nature but should be designed to develop a foundation from which teachers might appreciate and use research findings, and themselves undertake school-level research roles.[13] Equally important, the manner in which such courses are taught needs to exemplify the content: a course on inquiry methods would be inappropriately taught to future teachers if only an expository mode of teaching were adopted.

Practical Experience: In Classrooms and Other Community and Work Environments

6.60 In view of the considerable but frequently inconclusive research on teaching practice, its overall importance in pre-service courses, and the fact that many submissions highlighted it, the Committee gave extended attention to this aspect of the pre-service course. In outlining relevant findings from Australian research in the following paragraphs, it is pertinent to note that similar findings are reported in overseas research.

6.61 There is evidence of a lack of clarity and consensus on the specific objectives of school experience programs, although it appears to be accepted that practice teaching programs should involve students in an ordered sequence of experiences and should expose them to a variety of school settings and teaching situations.[14]

6.62 Associated with the lack of clarity of objectives is the confusion experienced by supervising teachers about their roles, and their uncertainty as to the criteria of assessment to be used. Substantial discrepancies, with some few areas of agreement, have been noted between student self-ratings, supervising teacher ratings and expert observers' assessments of performance in teaching practice.[15] Findings of this kind led participants in the national research seminar on the development of practical teaching skills, convened by the Education Research and Development Committee in 1978, to emphasise the need for supervisors to be trained for their roles.[16]

6.63 Lecturers do not appear to make enough use of student practice teaching as a reference point in course work. Only a quarter

of the students in a two-State survey of primary teacher education programs reported that their lecturers attempted to relate the presentation of education theory to the experiences of teaching practice.[17] While students have high expectations of the value of teaching practice, these expectations are not always shared by lecturers.[18] There is evidence that students do not regard lecturers and school principals as significant figures in the supervisory role; the approaches that students take during practice teaching are influenced much more by supervising teachers.[19]

6.64 Many submissions argued for a substantial increase in the proportion of time devoted to teaching practice in all pre-service courses but more especially in end-on courses. However, there is evidence to suggest that more of the same will not necessarily lead to improvement in the students' teaching skills.[20] Concerning the comparative effectiveness of different forms of teaching practice, action research suggests that students who have experienced 'continuous' teaching practice (at least in the final year of the three-year diploma of teaching course) feel better prepared as beginning teachers than those whose teaching practice was arranged in blocks.[21] However, students in the former situation still did not consider that an entirely satisfactory integration was achieved between theory and practice.

6.65 Studies on the effectiveness of micro-teaching have not been as extensive as those on practice teaching. However, one major investigation in Australia failed to establish any significant variations in the level and rate of skill acquisition associated with the use of different methods of simulating the teaching behaviour in question; the addition of videotape replay did not seem to affect the outcome.[22] The investigators surmised that micro-teaching may be more appropriate to in-service than to pre-service contexts. A later study of the use that different institutions were making of the micro-teaching program developed at Sydney University revealed that the program has been put to a wide variety of uses, both intended and unintended, and that it is valued as an aid to skills development.[23]

6.66 There is no solid research evidence to indicate what kind of practical experiences will develop a student teacher in the 'best' way, but the need for student teachers to have some real experience with schools and classes is obvious. Further, students upon graduation will go to a variety of schools and situations, so that institutions are in effect preparing teachers for a diversity of environments. Students need experience of a variety of school environments and direct acquaintance with the environments and culture of their prospective pupils. More attention could usefully be given by institutions to a comprehensive, integrated approach to work experiences, practice teaching and study of the milieu of school pupils. A variety of program types may therefore be supported, but their goals should be made clear and institutions should monitor the extent to which the goals are achieved.

6.67 It has been suggested that early practice teaching assists students in self-selection and that there should therefore be provision, especially in concurrent courses, for experience throughout the course. An alternative view encountered by the Committee is that young inexperienced students, especially, should not be given responsibility for school pupils. Clearly, in order to gain a full appreciation of the teaching task, students must at some stage during their course have continuous responsibility for teaching a unit of study. This does not mean that the interests of the pupils will be sacrificed since in all cases there would be support from an experienced teacher. In the earlier stages of the course, appropriate goals and responsibilities for the student would be determined. Thus the Committee recommends that:

R6.4 EACH PERIOD OF PRACTICAL EXPERIENCE SHOULD BE PLANNED AS PART OF AN ORDERED AND SEQUENTIAL TEACHING PRACTICE PROGRAM CULMINATING IN THE STUDENT EXPERIENCING THE FULL RANGE OF DUTIES AND TASKS ALLOTTED TO BEGINNING TEACHERS.

Institutions may make limited provision for unsupervised practice. The Committee also considers that students in concurrent courses should have opportunities for school experience in each year of their course.

6.68 End-on courses present difficulties both for ensuring the continuity of developing experiences closely integrated with professional studies and for offering the variety which is recommended for concurrent courses. The Committee therefore suggests that the possibility be investigated by teacher education institutions and associated schools of offering to undergraduates intending to proceed to a postgraduate diploma of education a planned opportunity to gain some familiarity with schools and children. If this were put into effect, the experiences offered would be different in nature to those offered to students in concurrent courses since the end-on candidates would not, at that stage, have any theoretical background for practice teaching as such. In their case, the experiences could include personal tutoring of a secondary student, assistance with school excursions, sports coaching, or work with community groups.

6.69 A variety of school experiences, consistent with the goals of the institution and the total time available for teaching practice, is desirable. Secondary trainees would benefit from a practice in primary schools and vice versa. This would assist students to appreciate their future role in the entire process of formal schooling. As already noted, experience with a variety of classroom settings and student populations is also desirable. However, for the experiences to be meaningful it will be necessary for each to occupy a reasonable period of time. Organisational difficulties for institutions will

increase with the number of separate experiences, and students may be constrained financially from travelling lengthy distances in pursuit of variety. Benefits have also been said to accrue from students having long-term attachments to a single school. Institutions must examine these questions and determine the principles by which to arrange their programs; again, the resultant programs should be monitored and evaluated. The Committee's own view is that concurrent courses should include both regular attachments to schools and block practices and should enable students to experience different school settings and other work environments. During all practices, whether associated with concurrent or end-on courses, students must be encouraged not only to observe other teachers but also to involve themselves in the whole range of the school's activities. It may be possible both to provide the student with the benefits of a long association with a single school through a program of regular attachments to that school, and to achieve the desired variety of experiences through careful structuring of the block practices.

6.70 Proposals for conducting a greater proportion of the teacher education course, both theoretical and practical aspects, in school locations were put to the Committee. There have been some attempts to put the principle of a school-based course into practice, but there has been little formal evaluation of the results.[24] For this approach to succeed, the institutions must have the resources to mount effective study programs in a number of school locations, and the school staff must be amenable to the simultaneous use of the school by the institutions and teacher education students. There are obvious benefits in the close links that a school-based approach would forge between institutional staff, practising teachers and student teachers; on the other hand, it may be difficult to expose the student teachers to the desired variety of experience.

6.71 Some who have expressed dissatisfaction with present arrangements for practice teaching believe that these arrangements, however modified, would still fail to prepare competent beginning practitioners. Pointing out that in other professions a period of 'apprenticeship' is required before qualifications are granted without restriction, they suggest that the education faculties and departments of education in the universities and colleges should accept as their prime responsibility the scholarly, scientific and professional education of those destined for the teaching profession. The major part of the responsibility for the development of practical teaching competence would then be left to selected schools under the supervision of specially trained school-based staff.

6.72 This leads on to the concept of an internship to precede registration as a teacher. Some of the different forms that internship might take are discussed later in this chapter. Here, it is relevant to note that practical experience of school and classroom life should still be provided during the

pre-internship period, both to enable the student to decide as early as possible whether teaching is a suitable profession for him and, more importantly, to assist his understanding of the theoretical aspects of the course.

6.73 Whether as a site for a school-based approach generally, or an internship program proper, the schools used must be equipped with adequate physical resources. Indeed they should be better equipped and supported than is normally the case. The supervising teachers would have to be trained and given associate positions in the teacher education institution in order to ensure that they are conversant with current developments in educational theory and practice. The increased costs of such arrangements would need to be justified by a proven increase in the overall effectiveness of the courses in preparing teachers.

6.74 In general terms, the Committee agrees that there would be benefits to all involved if schools accepted a greater responsibility in the development of pre-service programs. One way of achieving this may be for schools used by an institution to form an association. In particular, the Committee believes that all teacher education institutions should involve their associated schools in the formulation of goals and objectives for practice teaching and in the evaluation of student progress towards these goals and objectives. Further, for each school in which a substantial number of their students are practising, institutions should ensure there is liaison with the school and supervision of student practice teaching. These tasks could be undertaken either by the institution's own staff or by seconded teachers.

6.75 The role of the supervising teacher is a crucial one. It has been put to the Committee that special training is required for this role and that institutions need to select classroom teachers for this task much more carefully. The Committee agrees and specifically recommends that:

R6.5 SUPERVISING TEACHERS SHOULD BE CAREFULLY SELECTED CO-OPERATIVELY BY THE TEACHER EDUCATION INSTITUTION AND THE PRINCIPAL OF THE SCHOOL CONCERNED AND SHOULD RECEIVE APPROPRIATE TRAINING FROM THE INSTITUTION AND SCHOOL.

Selection should take into account teaching ability, professional outlook and personal qualities. The training should acquaint the selected teachers with the aims of the pre-service program as a whole, with the objectives for each period of practice teaching and its relationship with the studies that precede and follow it, and with the roles and responsibilities they are to exercise as supervisors of students. Besides developing skills in the structuring, analysis and assessment of teaching situations, training should also seek to expand awareness of different teaching techniques and to enhance sensitivity to the relationship between teaching style and personality.

6.76 The Committee is aware of the recent decision of the Academic Salaries Tribunal in which Mr Justice Ludeke found that teachers who are engaged in the supervision of practice teaching are part-time employees of the relevant tertiary institutions and are engaged in tertiary teaching. The Committee also notes that payment for the supervision of practice teaching is a long-standing practice in a number of States of Australia and that it is subject to industrial awards and determinations.

6.77 Notwithstanding this, the Committee believes that there would be educational benefit if the supervision of practice teaching became accepted as part of the normal range of teachers' duties in practice schools, rather than as a paid extra responsibility in addition to a full teaching program. The Committee supports the view that time allowances for planning and executing the program are a more satisfactory method of recognising the additional responsibilities involved than is extra remuneration. From all points of view - that of the tertiary institution, the school, the supervising teacher and the student teacher - there are advantages in building the practice teaching program into the school timetable and in increasing staff numbers to enable this to happen.

6.78 If movement is to occur towards a system based upon time allowances rather than paid remuneration, it will be necessary for the concerned parties to be involved in detailed discussions. The parties are tertiary institutions, employing authorities, education departments, teachers' unions and the Commonwealth Government. Employing authorities will naturally wish to discuss the transfer of funds to support this movement. The Committee recommends that:

R6.6 TEACHERS WHO ARE ENGAGED IN THE SUPERVISION OF PRACTICE TEACHING SHOULD HAVE AN APPROPRIATE TIME ALLOWANCE BUILT INTO THEIR TEACHING PROGRAM TO ENABLE THEM TO PERFORM ADEQUATELY THE ADDITIONAL DUTIES INVOLVED. THIS TIME ALLOWANCE SHOULD REPLACE ADDITIONAL REMUNERATION AND SCHOOL STAFFING SHOULD BE ADJUSTED ACCORDINGLY.

Electives, Additional Studies and Specific Purpose Programs

6.79 Earlier in the chapter it was stated that an outline of a central core of studies and experience for initial teacher education should not be confused with a statement on the whole curriculum. The core itself will have to be interpreted and implemented in many different ways by institutions according to their assessment of local need; additionally, a wide range of elective and additional studies will have to be available in all institutions. The Committee does not wish to propose an overall weighting for the core as against electives, nor does it wish to nominate the full range of appropriate elective courses. These points require more evidence and discussion.

Nevertheless, both the interests of students and the requirements of different kinds of teaching careers are reasons for institutions to offer a wide range of elective and additional studies. Some of the studies will directly build on work in the core areas themselves, others will arise from consideration of the needs of particular groups of children and school settings.

6.80 With regard to the preparation of specialist teachers for the handicapped, there is no convincing evidence on which to choose between the two most commonly advocated approaches - specialist four-year pre-service programs or 'regular' pre-service teacher education and specialist training following successful experience as a classroom teacher. The Committee, as stated above, prefers that all prospective teachers undertake a common set of studies. This can include, as already indicated, a provision of specialisation in education of the handicapped. Nevertheless, a case can be made for maintaining both approaches to the training of specialists for the handicapped. Accordingly, both approaches are supported by the Committee, provided that the essential research and monitoring of needs and effectiveness occurs and that there is a continuing review of the relative merits of the two approaches.

6.81 Teachers appointed to rural schools or schools with a significant Aboriginal or immigrant enrolment should be either from an appropriate cultural background themselves and suitably qualified, or they should be teachers who have received specific post-experience training. The Committee has already expressed its belief in Chapter 5 that a beginning teacher should not be appointed to schools catering for large numbers of pupils from cultural backgrounds dissimilar to his own. Even so, most beginning teachers, practically all of whom will be of English speaking background, are likely to encounter students for whom English is a second language. For this reason the Committee recommended that all students should receive preparation relevant to teaching in a multicultural society. Additional study will often be undertaken by students interested in this area and, where possible, opportunities for practice teaching should be offered in schools in which a significant number of pupils use English as a second language.

6.82 Some regional colleges may be able to offer their student teachers experience of small rural schools and prepare them for that teaching environment. Here again, beginning teachers should not be placed in isolated schools unless it is a cultural context with which they are familiar. Even if this condition is satisfied, some provision should be made for the beginning teacher to have additional time off to consult former lecturers, to visit teachers centres or education centres, or to attend appropriate in-service courses.

6.83 The use of in-service education to prepare teachers for careers education and other particular areas is discussed in

Chapter 4. Specialist remedial teachers or resource teachers can also be effectively and appropriately developed through in-service. However, as noted in paragraph 6.80, the alternative of pre-service preparation should be kept open for teachers of handicapped children.

6.84 The area of health education raises similar issues. Distinct from physical education, it covers concepts ranging from drug education to human relationships. Every teacher should gain an appreciation during his pre-service course of the major issues in this area and how they relate to the particular age level at which he is specialising. However, a study group of the Curriculum Development Centre[25] recently pointed to a need for specialist health educators or secondary school staffs. The Committee endorses the provision of separate pre-service units for school-based health educators distinct from courses for both physical education teachers and for community health educators. Other teachers who display a particular interest or ability in the health education area should be able to acquire suitable training through in-service courses.

6.85 The placement of health educators in secondary schools raises similar questions concerning specialist teachers in such areas as music and physical education. The Committee generally concedes the case for such specialists in the primary school as well as in the secondary school, and accepts the need for related special training provisions at the pre-service stage. At the same time, the Committee commends to institutions the various possibilities that exist for interrelating studies in these areas with the mainstream of initial teacher education. If at all possible, all students should have some experience together within the central core of studies. Where exceptions must be made they should be seen as exceptions and argued for accordingly.

6.86 It has not been possible for the Committee to consider all forms of specialisation in relation to the pre-service course. The general point is that minimal provision will be necessary at the pre-service stage for any kind of specialisation which requires the establishment of quite distinct and separate groups of students - that is, as opposed to specialisation in elective and additional studies. It is a basic tenet of the Inquiry that teacher development is a long-term, continuous process and that many specialist requirements are better satisfied at the in-service than at the pre-service stage.

Structure, Sequence and Length of Studies

6.87 The main issue here was to determine whether any particular structure, or any combination of different structures, could be shown to be superior to alternative variations in preparing effective teachers. In particular, the Committee examined end-on and concurrent programs, the concept of an all-graduate profession, and the question of course length.

6.88 Practically all of Australia's universities offer courses in teacher education. Some offer end-on courses only, others have developed concurrent programs of various types including a concurrent degree/diploma of education. The university sector prepares teachers for all areas of schooling including secondary, primary and early childhood. Over fifty colleges of advanced education prepare teachers, again covering all areas. The usual situation is that primary or early childhood trainees undergo three years of pre-service education and are granted a diploma; secondary trainees have four years preparation and are awarded a degree. There are, however, some exceptions to this broad generalisation. Deakin and Murdoch Universities offer three-year degree courses for primary teachers, while the Tasmanian and Canberra Colleges of Advanced Education offer four-year pre-service degree courses as an option for primary teachers. A number of colleges have established postgraduate diplomas of education for persons already possessing a suitable degree from a university or another college. Some colleges are single purpose institutions; that is, they offer no studies outside of teacher education and may even specialise at a particular level of schooling.

6.89 Concerning the types of pre-service programs, the submissions by teacher education institutions, together with studies of policies and practice in overseas countries, especially the United Kingdom and the United States of America, provided the most substantial inputs on the relevant issues. In defending a particular program, institutions usually set out the advantages and weighed them against the disadvantages. By and large, institutions favour the continuation of diversity of program types. This is also the consensus arising from overseas experience. Committee members were able to make some assessment of the various course types during their visits to all States and Territories.

6.90 Clear-cut research findings are difficult to obtain in matters as complex and value-laden as the overall structure, sequence and length of programs. There has been little systematic monitoring or evaluation of programs whether traditional or innovative. In Turney's 1977 survey, 703 separate innovations in programs (both pre-service and in-service) were reported initially, but follow-up details were provided for only 348, and in only 58% of these cases was evaluation being attempted.[26] Results of evaluation were usually not published or otherwise disseminated outside the faculty/institution. Notwithstanding the methodological problems involved in evaluation, its absence is conspicuous and gives rise to questions about the empirical basis on which teacher education programs have been developed. For this reason among others the Committee, in Chapter 7, proposes the initiation of processes to assist in the permanent review of programs.

Concurrent and End-on Courses

6.91 Concurrent programs are those which associate professional and curriculum studies with academic studies. Some such programs have a '2+2' pattern, with the first two years comprising general and academic studies and the second two years introducing students to more professional studies. This pattern is not common in Australia and the Committee, when referring to concurrent courses, basically has in mind a program where the academic and professional studies are taken together for most of the course. End-on programs are those where the academic and professional preparation are completely separate. The professional studies are most commonly taken over one academic year by graduates of appropriate degree courses. Concurrent and end-on programs are offered by both universities and colleges of advanced education and by single as well as multi-purpose institutions.

6.92 There is little definitive evidence of the relative merits of the two program types in terms of producing effective teachers, although graduates from end-on courses tend to be more critical of their preparation than those from concurrent courses. Students' differing opinions of the two types reflect their view of the appropriate setting for each. Thus, one major survey of student teachers' professional satisfaction with courses found that concurrent courses were more satisfying in colleges of advanced education and end-on courses were more satisfying in universities.[27] This study also found that, throughout the year in which practice teaching was first experienced, students in the two types of courses displayed similar patterns of adjustment and attitude to the initial teaching role.

6.93 Responses by beginning teachers to the New South Wales Board of Teacher Education's questionnaire survey in 1974 suggested that the concurrent programs at colleges of advanced education and universities (in that order) were more successful than end-on programs in meeting the objectives assumed in the questionnaire.[28] For both program types, however, the greatest discrepancy between ratings of the importance of objectives and of the success in achieving them, occurred with the most important objectives: understanding children and evolving a teaching style.

6.94 A number of submissions asserted that end-on courses were less than satisfactory and that one year - or more particularly, an academic year of about thirty weeks - was insufficient to give adequate preparation. It was claimed that the entire course of teacher preparation, including the general and academic studies, needs to be designed with the teaching task in mind and that this is easier to achieve in concurrent courses. Other submissions favoured delaying occupational choice, or argued that many good scholars and teachers would be lost to the profession if there were no provision for end-on

arrangements. One-year end-on courses have obvious advantages for manpower planning, but the provision of end-on courses cannot be based on this consideration alone. Some submissions favoured the end-on arrangement only for secondary teachers, arguing that the initial years of study gave the desired solid grounding in academic disciplines. Many submissions that referred to advantages of the end-on approach nevertheless argued that the courses should be extended in length - preferably to two years or at least to something approaching a full calendar year - or be variable in length, depending on the abilities of the student and the amount of education studies taken in the undergraduate degree. For example, a one-year course could be taken by students whose degree studies contained substantial studies of education or related disciplines; other students could take a two-year course, with the second year offered mainly through part-time external or sandwich arrangements.

6.95 Concurrent courses were criticised for requiring an early commitment; for school leavers especially, such a commitment may be ill-considered. Organisational problems are posed by the need to associate academic and professional studies and experience. Some concurrent courses were criticised for restricting subject choice or for offering diluted courses. There were various suggestions on how to incorporate some of the advantages of concurrent courses in end-on courses and vice versa, for example, arranging school experience for undergraduates contemplating teaching as a career and providing an exit qualification for students in concurrent courses who discontinue their course. The former suggestion is taken up in paragraph 6.68 ; the latter is an aspect of the broader issue of course credits and transfer provisions that is noted in Chapters 4 and 7.

6.96 It is difficult to see how an end-on course of some thirty weeks' duration can develop all of those skills and understandings outlined above as central core studies for <u>all</u> teacher education students. Moreover, often complex arrangements are needed for ensuring that student teachers have adequate practice teaching experience. Given the goals that end-on courses should be trying to achieve, it is unreasonable for these programs to follow the same academic year as other programs that may be offered by the institution; at the very least, forty weeks of the calendar year should be utilised. Selection into an end-on course can be made towards the end of the initial degree course, subject to satisfactory final results. This would allow an earlier start in the following year. Thus, the Committee recommends that:

R6.7 WHEREVER POSTGRADUATE DIPLOMA OF EDUCATION COURSES ARE PROVIDED THEY SHOULD BE EXTENDED IN LENGTH (WITHIN THE ONE CALENDAR YEAR) TO A MINIMUM OF FORTY WEEKS.

6.97 The Committee has already suggested that, where possible, attempts should be made to provide undergraduates intending to

proceed to an end-on course with some school or other relevant experience. The Committee also suggests that all institutions operating end-on programs should provide for education units to be taken as academic subjects in the undergraduate course. These units would not be compulsory pre-requisites for entry to an end-on course, but the fact that a student has taken them might be taken into account when selecting for entry into the diploma of education. Such approaches would further alleviate the time constraints in end-on courses.

6.98 After weighing the evidence and the arguments for and against concurrent and end-on courses, the Committee sees concurrency as the preferable mode of preparation for the majority of students wishing to become teachers. The greater length of time over which professional training occurs in concurrent courses affords more opportunity for the integration of theory and practice and for mastery of the skills. However, graduates of concurrent courses, no less than graduates of end-on courses, will require further professional development. The Committee also recognises the arguments in favour of end-on courses and supports the maintenance of this route for a variety of intending teachers. In some areas (for example, art and music) end-on courses may even be the main avenue for recruitment of quality performers into the teaching force, as specialist teachers and potential professional leaders. In general, then, the Committee envisages a gradual shift of the balance of teacher education toward concurrency, but with end-on courses always being retained as an alternative.

The All-graduate Profession

6.99 The basic argument for the all-graduate profession is that teaching is a profession that must be characterised by high standards and intellectual excellence. Throughout this Report, the Committee stresses that teaching should be seen as a unified profession and that teachers should display flexibility and adaptability in relation to changing professional and social requirements. With the emergence of Kindergarten to year 12 programs, an increasing number of schools are moving towards greater integration of their total curriculum. Teachers are expected to display a readiness and capacity to teach children over a wider age range and to vary their teaching styles, practice and content during their teaching career. Other arguments relate to the professional and social standing of teachers of younger children; qualification norms which are different in status do not enhance this standing. (We go on later to consider duration of pre-service training as a separate issue.) Qualifications, we believe, should be comparable across different levels and forms of teaching.

6.100 Arising from these considerations, the Committee supports the principle of an all-graduate four-year trained profession. Many routes could be followed in putting this principle into practice. In all States, provision is already made for many

teachers to have four years of initial, degree-level preparation for teaching. Two States (Victoria and Tasmania) are moving rapidly towards a fully four-year trained profession which will in the foreseeable future become all-graduate or nearly so. It would be better to accept the all graduate four-year trained profession as a principle and work towards its realisation in an orderly and systematic way rather than to have it occur haphazardly. One consequence of a haphazard approach would be that some groups of teachers would be severely disadvantaged and some tiers of the system would suffer from a lower esteem and lower public regard.

6.101 For some considerable time to come, a variety of arrangements for enabling teachers to gain four-year trained graduate status will need to be maintained and indeed strengthened. There appear to be three main ways in which four-year training can be achieved at present:

- four-year concurrent programs;
- the three-year arts, science or other degree plus one year of teacher education;
- three years of initial preparation leading to a diploma of teaching, or a three-year degree or comparable course, followed by a period of teaching experience, with one year of additional full-time study or its part-time equivalent.

Within each of these main routes there is at present a desirable diversity of practice. Each route needs to be strengthened in ways we have indicated in several places in our Report.

6.102 The third route requires particular mention here because it is the main means by which most members of the teaching profession are able to upgrade their present qualifications. More could be done by some institutions and authorities to open up this route and to support and encourage all teachers who wish to avail themselves of it. In the longer run, experience and research may demonstrate that is is not only a useful means of upgrading qualifications but also a valid way of conceptualising <u>initial</u> teacher preparation. The potential value of the concept lies in its flexibility and its combination of study within the institution with field experience. Applied to initial teacher education, this basic approach could accommodate a variety of forms - including alternation of study with lengthy periods of teaching practice and other field experience, the concept of a 'clinical' year or semester, or an internship following a continuous course of study.

6.103 As the introduction of an internship model would be a radical departure from current practice in teacher education it warrants further comment. As it pertains to other professions, the model would involve in teacher education the grant of a formal award at the end of the initial three or four year course, to be followed by a period - one year or six months,

say - of full-time school internship. The general concept could be applied to teacher preparation in a number of different ways. One variant not so far removed from current practice is the school-based course. The entire end-on diploma of education could be taken as a school-based course; a substantial period of school-based study and practice could also be incorporated within a concurrent course. Further removed from current arrangements would be the use of an internship proper, following a three or four-year concurrent course. As the internship would be taken up after the award of the qualification, the intern's performance could have no effect on the qualification itself, but it would be taken into account in certification and employment decisions. For those entering the teaching profession through the postgraduate diploma of education, following a three-year pass or four-year honours degree in arts or science, say, the internship could be integrated into the diploma. In this case, a period of internship would follow professional studies and teaching practice in the diploma year, and the award of the diploma would finally be dependent on the student having satisfied the requirements of the internship. The Committee acknowledges that an integrated form of internship presupposes an adequate supply of placements for interns.

6.104 Whatever arrangement is made, the intern teacher would be expected, as with the medical or legal graduate, to work completely under the supervision of designated teachers throughout the internship period. As the period unfolds, the intern would be given increasing responsibilities in the classroom situation as well as in all other aspects of a teacher's work.

6.105 This outline of the concept of internship is purely illustrative; other possibilities and arguments can be recognised and should be discussed and taken into account by any authorities contemplating the use of an internship scheme. There are many financial and industrial implications in a policy of internship. It could be adopted by one or more States, by one or more educational systems, even by one or more educational institutions without necessarily being adopted by all. However, suitable arrangements would have to be made between the Commonwealth and the States concerned to ensure that an adequate test of the approach is made possible without undue financial constraints being placed in its way.

6.106 Reverting to the notion of an all-graduate profession, the Committee would not expect this notion to be enforced presently in respect of established teachers or beginning teachers who lack a degree qualification. Following successful induction and a period of experience, we see the need for a diversity of ways for the teacher to enrich his professional understanding. While the Committee believes that all teachers should engage in non-award formal courses and informal in-service experiences,

we would expect a majority also to return to formal study. Some would, most appropriately, complete their degree studies, while others would have their needs best met through the undertaking of postgraduate diploma courses (for example, in health education, special education, teacher librarianship). In yet other cases, a period of one year's supervised secondment to a curriculum branch or to a teachers centre or education centre might well be the most productive avenue of further study. It would be important that industrial recognition be accorded to these various routes. Thus, we would wish to hold open non-graduate paths to the attainment of four-year trained status, and in this respect, for the time being, we would place more emphasis on attaining a four-year trained profession than on attaining an all-graduate profession as such. Nevertheless, an increasing number of teachers will seek to upgrade their present qualifications to degree level. To facilitate conversion of diploma and sub-degree courses to full degree courses, all institutions should begin to plan these programs in such a way that teachers can achieve degree status by various forms of additional study. Authorities will have to assess whether adequate provision is being made at present to enable teachers to take part in upgrading programs.

Length of Initial Courses

6.107 The issue of length of initial courses is obviously related to the concept of an all-graduate, four-year trained profession. On this issue, however, the Committee was unable to achieve consensus. The position supported by the majority is set out below; a minority statement is appended to the chapter.

6.108 A number of arguments can be advanced in favour of a general increase in the duration of the existing pre-service diploma programs. The graduate four-year pre-service program for secondary school teachers suggests the desirable standard in length. The Committee has recommended an increase in the length of this program by adding ten weeks to the fourth year (the end-on diploma course). In Chapter 3 attention is drawn to the kinds of knowledge and understanding which beginning teachers require. These give rise to the concept suggested in the present chapter of a central core of studies and experience. All teachers need a sound understanding of human development and behaviour and of classroom organisation and management. As part of the core, we have also proposed that the scope of the educational theory course be enlarged and we have emphasised the need for teachers to be more aware and understanding of the various aspects of contemporary society - broadly defined social trends and developments and specific items such as the multicultural character of our society. Chapter 2 drew attention to the likely social, economic and cultural developments of the latter part of the twentieth century and cast teachers into a significant social and intellectual role in relation to many of these developments.

6.109 The majority of the Committee feels there is a compelling case for four years of initial education and training for teachers of younger children, if that period of preparation is required for prospective secondary teachers. The intellectual and other demands on teachers of younger children unquestionably are as great as those laid upon teachers of adolescents. This implies an overall consistency of approach, but not uniformity of practice in course design, provision and teaching. The Committee has also taken the view that beginning teachers need to have had a range of practical experience, preferably including experience outside classrooms and schools. The majority considers that additional time is required to provide for this. There is also the aspect of maturity: it would seem better to give students greater time to mature before re-entering classrooms. In addition, we cannot ignore the comparability argument. That is to say, the teaching profession is compared by its members and by the public with other socially responsible and intellectually demanding professions. One important way to attract high quality students into teacher education programs is to offer substantial courses of study which are demanding intellectually and in other ways and which, by their very nature, set high standards. The challenge represented by well organised, effectively taught and carefully monitored four-year degree programs impresses the majority as being appropriate to meet the foregoing requirements. However, even a four-year program of initial studies will have to be built on throughout a teacher's career by various in-service studies and activities.

6.110 The opportunity to achieve four years of initial preparation for all teachers will be greatly enhanced over the next few years by diminishing enrolments in pre-service courses. Institutions will have available capital resources and a capacity during this period that may be less readily available in the later 1980s and 1990s. Nevertheless, it would not be desirable to move with excessive haste towards the realisation of universal four-year pre-service programs. There are considerable practical difficulties to be overcome in the short term. Whereas some States and some institutions could cope with the early introduction of four-year initial courses for all intending teachers, for other States and institutions there would be serious strains. The practical financial difficulties for Catholic systemic schools in meeting increased salary payments consequent upon the move to an initially four-year trained profession were brought to the attention of the Committee.

6.111 The Committee gave lengthy consideration to the case against as well as to that in favour of four-year initial courses for all teachers. We were not, in the end, able to reach full agreement. Thus, it is a majority recommendation that:

R6.8 FOUR YEARS' INITIAL PREPARATION FOR ALL TEACHERS SHOULD BE SET FIRMLY AND CLEARLY AS A TARGET TO BE ACHIEVED DURING THE 1980S BY ARRANGEMENT BETWEEN STATES AND TERTIARY INSTITUTIONS AND THE COMMONWEALTH.

6.112 The majority would see a diversity of routes and course structures being maintained in association with four years' initial training for all teachers: university and college programs, concurrent and end-on modes, and various approaches to the combination and integration of formal study and practical training. There should be ongoing monitoring and systematic evaluation of the different routes and structures to assist in the continuing improvement of initial teacher education.

End Notes and References

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APPENDIX TO CHAPTER 6

Minority Statement on Length of Initial Training

A minority of Committee members believes that for some intending teachers a three-year period of initial teacher education would be appropriate; for others an initial phase of longer duration than is provided at present might be necessary (to equip them adequately for the particular tasks schools will require them to perform). The minority believes, further, that varying lengths of pre-service teacher education - that is, the first phase in the continuing professional development of teachers - can accommodate those principles set out in Chapter 6 which relate to core studies and to the need for teachers in a given section of the school to be knowledgeable about pupils both younger and older than those whom they teach. The Committee has identified changes required to effect improvement in the initial phase of teacher education. It is the minority's belief that these changes can be accommodated in existing programs including those currently of three years' duration. This can be achieved through reappraisal and reorganisation of approach and content.

The existing fragmentation of the teaching profession into discrete groups is regrettable but universal four-year pre-service teacher education would not necessarily overcome it. Fragmentation stems only partly from differences in the nature and duration of training; the esteem in which particular levels of the teaching force are held and the fact that groups train in isolation one from the other also contribute to differences between the various sections of the teaching profession. Although the prevailing distinctions between the various groups of teachers are undesirable and the reasons for their existence are often ill-founded, developing pre-service courses of identical length for all teachers would of itself have little effect on the divisions existing between them. Thus, while it is patently clear that there are justifiable grounds for seeking to develop greater professional coherence between early childhood, primary and secondary teachers, and for the establishment of a four-year trained profession, it must, at the same time, be recognised that the status accorded to the various levels of schools and to those teaching within them is as much historical as contemporaneous. Moreover, differences in status and esteem are not peculiar to the teaching profession in Australia.

The minority wishes to emphasise the fact, brought out in Chapter 4, that in 1986 only about 6% of the teaching force will comprise beginning teachers. In order to secure the best stimulus to quality in teaching, we believe that the major emphasis should be given to improving the competence of those already in the profession. Thus, we would argue the importance of those recommendations which focus on the need for ongoing in-service education and periodic leave for planned, relevant study programs. Concurrently, review and redesign of the pre-service phase along the lines recommended in Chapter 6 should lead to improvement in the quality of pre-service teacher education. The minority is not convinced that the lengthening of those present three-year pre-service courses to four years would necessarily be a precondition for improvement in quality.

In evidence received by the Committee from institutions and other sources, it was generally stated that universities and colleges of advanced education should not be expected to provide a once-and-for-all repertoire of skills and competence in pre-service courses. Therefore the minority is more confident that measures aimed at the greater number of teachers, especially after they have had first-hand experience in their teaching roles, will improve the quality of the profession. Accordingly, we would prefer that higher priority be placed on ensuring that adequate opportunities exist for the continuing growth of those already in the profession.

The major argument put forward in this minority position is based on quality. We believe that thorough mastery of educational theory and the development of effective practice based on that theory require a great deal from the teacher. After initial study, he needs to engage in the ongoing, day-to-day life of the classroom, meeting the challenge of fostering learning in his pupils and helping them to understand and integrate their learning from a variety of sources. It is experience gained through practice which helps to reveal the significant contributions made by the study of theory. In the light of such experience, he can return to the study of theory in a more productive way knowing he is armed with insights drawn from experience and more fully aware of the theoretical and practical issues to which he needs to address himself. Practice teaching, however organised and implemented, cannot fully provide the intellectual and motivational spur to the integration of theory and practice. Thus, while we too endorse the concept of a four-year trained profession, we see pedagogical value in the fourth year being located, for some, after teaching experience and consequent upon a three-year initial phase.

At the present time there are pre-service courses of various lengths, including a limited number of four years' duration. No evidence has been adduced to convince the undersigned that universal and obligatory four-year pre-service courses would be better than the present arrangements. If existing pre-service courses were reconsidered and, possibly, redesigned along the lines endorsed by the Committee, we believe that the goals of preparing many beginning teachers can be achieved in three years. At the very least, the present diversity in length of initial courses should be maintained to enable systematic evaluation of student intakes and of the later careers of graduates from each of the various types of programs to be undertaken as a basis for future policy decisions on course length.

(Signatories to this minority statement are:
Professor B.H. Watts, Dr H.S. Houston, Mrs N.D. McNamara,
Miss R. Rogers.)

CHAPTER 7

TEACHER EDUCATORS AND INSTITUTIONS

Introduction

7.1 On the subject of teacher educators and institutions, the Committee was asked to give attention to the following matters:

- roles of single and multi-purpose institutions;
- responsibilities of schools, education authorities and training institutions for the induction of new teachers; and
- selection, in-service education and professional development of staff engaged in teacher education.

7.2 Some aspects of the question of the roles, relationships and responsibilities of institutions are discussed in previous chapters. There, the Committee stresses the principle of co-operation among the various institutions and groups that have complementary roles to play in the process of teacher education: tertiary institutions, employers, schools, professional associations, teachers centres and education centres, the community and industry. The relative contribution made by these bodies varies for the different phases of teacher development. For the pre-service phase the tertiary institutions have the major role and responsibility; for the induction phase the school is the principal agency; for the in-service phase no single agency has a dominant role or responsibility.

7.3 The particular aspects taken up in this chapter are: the settings within which teachers should be educated; possible changes in the form of teacher education institutions; issues relating to research and evaluation within institutions; accreditation procedures; the roles of teachers centres and education centres; the selection of teacher education staff; and ways to improve tertiary teaching and assist with the professional development of teacher educators.

Tertiary Institutions

Government and Non-government Institutions

7.4 Formal award courses in teacher education are offered by more than seventy tertiary institutions in Australia. All of the universities concerned, and nearly all of the colleges, are in the government sector and receive capital and recurrent funds

from the Commonwealth government. The non-government sector comprises colleges offering courses registered by the Australian Council on Awards in Advanced Education and especially designed to prepare teachers for employment in systems and schools distinct in ethos from government schools.

7.5 Some non-government colleges reported difficulty in maintaining high quality teacher education because of the application of financial constraints more stringent than those generally applying to colleges of advanced education. The situation is that the very small non-government colleges and those which have chosen to remain outside the ambit of the State co-ordinating authorities receive only partial recurrent funding, on a per capita basis and up to an approved enrolment figure. Colleges in these categories are ineligible for capital funding. Other non-government colleges, of sufficient size to be considered viable in terms of student numbers, have elected to come within the ambit of the State co-ordinating authorities. These colleges are an established part of teacher education in Australia; they receive full recurrent funding and in the period 1977-80 received a total of $1m for capital development.

7.6 In the light of its concern for the quality of teacher education, the Committee supports the development of policies by which those non-government colleges submitting themselves to co-ordination at State level are considered for recurrent and capital funding on the basis of the same criteria as apply to other colleges of advanced education.

Single and Multi-purpose Institutions

7.7 Teacher education is conducted in both single and multi-purpose institutions. Various claims about their respective characteristics were made to the Committee. The relative advantages claimed for single purpose institutions included: the greater ability to develop a corporate spirit and a common sense of purpose; the greater likelihood that their staff will have a background of involvement with schools; the existence of fewer administrative difficulties than with a multi-purpose institution; and the absence of faculty competition for funds. The negative aspect most frequently cited was the professional isolation of teacher education staff and students from people involved in other fields of tertiary education. The comparative advantages of multi-purpose institutions were seen to include: the offering of a wider range of study options; the possibility of student interaction with peers from a wider variety of backgrounds; and contact between teacher education staff and other staff. Negative aspects cited included administrative difficulties and problems of communication, as well as difficulties in timetabling for attendance at general studies courses during periods of teaching practice.

7.8 While the Committee accepts that these contentions have some validity, it does not find them to be particularly compelling one way or the other. The Committee is inclined to agree with an earlier observation of the New South Wales Department of Education that 'there is no evidence that either type of institution does not meet the criteria for sound teacher development'.[1]

Institutional Size

7.9 The aspects of institutional type and size are to some extent interrelated. Generally, the smaller institutions are single purpose and the larger institutions are multi-purpose, although there are exceptions at each end of the scale. In terms of academic aspects, it has been pointed out that large institutions can offer a much greater range of options and specialised studies, and that these advantages are probably even more pronounced in the case of multi-purpose institutions.[2] However, there exists concurrently the possibility of fragmentation. Moreover, small single purpose institutions may offer more pastoral care.

7.10 The Committee of the Victorian Enquiry into Teacher Education noted the advantages that larger size can bring but also commented on the value ascribed to relatively small institutions, in which students feel accepted and with which they can identify.[3] The Victorian Committee did not find clear evidence that the size of an institution has a direct effect on the quality of its graduates. In the survey of teacher educators undertaken for this Inquiry, it was found that, notwithstanding the considerable variation in the size of institutions, most staff members (70%) were satisfied with the size of their own institution.[4] This suggests that, at least within the present range of variation, size had little effect on the normal work of the staff.

7.11 In its own State context, the Victorian Enquiry also found no evidence to suggest an association between the recurrent costs per capita of preparing teachers and the size of the institution. At the national level, the Committee of Inquiry into Education and Training concluded that 'in the former teachers colleges where teacher education is still the dominant activity and there has been no diversification into more expensive fields of study, there is no apparent association between size and costs per equivalent full-time student (EFTS)'.[5]

Universities and Colleges of Advanced Education

7.12 In submissions to the Inquiry and during visits made by the Committee, comments were made on the relative appropriateness of universities and colleges as settings for teacher education. Universities were supported because of their high academic standards, their academic leadership, their

encouragement of critical thinking, the opportunities they provide for cross-disciplinary studies which allow interaction between students pursuing different courses, and the enrichment which their research role gives to their teaching. It was also claimed that universities should be involved in both primary and secondary teacher education because the principles of teaching and classroom management are similar at these two school levels. There was, likewise, support for a specialist role for universities in academic studies and in the provision of end-on programs of pre-service teacher education.

7.13 Some submissions criticised universities as not being seriously concerned with the art of teaching and as over-emphasising academic and research objectives at the expense of professional objectives.

7.14 Advocates for colleges of advanced education, on the other hand, drew attention to the wider variety of subjects offered, particularly those not traditionally found in universities. The offerings of concurrent courses and of courses dealing with vocational subjects were also perceived as strengths of the colleges.

7.15 There were some allegations of deficiency of training in the disciplines in colleges, and a criticism levelled at both universities and colleges concerned the disjunction between the content of studies in the disciplines and the subject matter of the school curriculum.

7.16 Judgements on the appropriateness of the two types of institutions as settings for teacher education are usually based on arguments stressing such factors as diversity, excellence, tradition and function. What is lacking as a basis for decisions is evidence from systematic research and evaluation. The only large-scale study which attempted comparative evaluation of institutional and program types produced largely inconclusive results.[6] Neither that study nor any other performed in the Australian context has been able to settle the question of the relative superiority of university and college programs. It seems unlikely that the conditions can be met for controlled studies which would produce definitive evidence of this kind. The Committee's basic position is that pre-service teacher education should be maintained in a diversity of settings - that is, universities, multi-purpose colleges of advanced education and single purpose colleges of advanced education - and be carried on in conjunction with schools.

7.17 The Committee is not advocating unbridled diversity, however, and it sees this basic position as needing to be qualified in some ways. First, the Committee feels that single purpose colleges that specialise in preparing teachers for a particular level of schooling should offer their students opportunities for interaction with pupils at the other levels of schooling and with students preparing to teach at these other levels. Second, the Committee endorses the recommendation made in the Williams Committee report that the Advanced Education Council

and the relevant State boards or commissions should conduct further inquiries into the minimum number of staff required for effective teaching in the varying fields of study. In this connection, the authorities should be vigilant to ensure that there is no deterioration in the availability or quality of preparation in the main teaching content areas, as evidently occurred in some smaller colleges in the United Kingdom when intakes were reduced.[7] Third, the Committee is aware that many award courses in teacher education, especially at the post-initial stage, have been introduced in recent years. Concern has been expressed to the Committee that some of this expansion may represent attempts to build up student numbers rather than to meet real needs. The danger exists that where this is the case, the courses may not be supported by sufficient staff competency and resources. Thus, the Committee's view is that the offering and co-ordination of post-experience award courses should be based on demonstrated need and on the requirement that the distribution of responsibility for courses is determined by established staff competency and resources in the professional area concerned. Regionalisation of study opportunities should be a major but secondary consideration in the location and introduction of formal award courses at the post-initial stage.

7.18 The question of research in teacher education was another matter touched on in many submissions that commented on the roles of various institutions. The main issue raised was that of the research role of colleges of advanced education. The current position is that, while the staff's major commitment is to teaching, research activities do occur in colleges, although generally colleges do not offer higher research degrees. Research activities in this sector are in the main funded by grants from government research bodies or other outside bodies and occur in areas where the colleges have a reputation for special skill. The Williams Committee recommended that the Tertiary Education Commission's current policy on research in colleges of advanced education, which is reflected in the situation just described, be maintained.

7.19 Submissions indicated a degree of support for research in colleges of advanced education, particularly in early childhood and primary education and teacher education, and in the aspects of child growth and development, classroom practices and school-based action research. The point was made that teaching in both universities and colleges is enhanced by involvement in research and development activities. It is relevant also that, in the present labour market in tertiary education, universities and colleges are both recruiting staff with research skills, giving the colleges an increasing potential for and claim to research activity. There is clearly a case for co-operation in research between colleges and universities whether the research is into the subject matter or the practice of teaching.

7.20 The Committee accepts the that colleges of advanced education should be involved in research and favours the removal of

impediments to this such as inadequate resources and staff time. The Committee's general view is that applied research is a necessary function of colleges of advanced education and therefore those involved in teacher education in colleges should encourage individual members of staff to follow their own professional interests in research into the practice of teaching and teacher education. Research in teacher education is further discussed in Chapter 9.

New Institutional Models

7.21 Some submissions argued for new forms of teacher education institutions. It was suggested that institutes of education could be set up by moving diploma of education courses from the universities and the teacher education courses from the colleges of advanced education. The Williams Committee report raised the possibility of creating a new kind of post-secondary institution at Wollongong involving the University of Wollongong and the Wollongong Institute of Education (which specialises in teacher education).[8] The report noted that the Universities Commission advised the Minister for Education in 1974 that it would support the amalgamation 'so long as the university was not permanently committed to the retention of those members of the academic staff of the teachers college whose qualifications would not justify a university appointment.'[9] The amalgamation was rejected and the issue of qualifications still remains a key issue in any such proposed developments. The Williams Committee report recommended that the University of Wollongong be given contracts to provide diploma courses in fields of study which it presently offers at degree level; that report also indicated that the integration of post-secondary activities in the Illawarra region should be encouraged.

7.22 In the past, proposals for the integration of colleges with universities were received with less than enthusiasm across the country. Now that the chill winds of contraction are blowing, the question of 'rationalisation' through integration or amalgamation has been raised in terms both of the geographic proximity of institutions and the contraction in student numbers. Examples of proximity can be found in each State; in many cases the institutions concerned have a common boundary fence. An example of developments prompted by the contraction in student numbers is the proposal to amalgamate the four inner-city colleges of Sydney (Sydney Teachers College, Alexander Mackie College of Advanced Education, Nursery School Teachers College and the Kindergarten Training College). A proposal with some similar features has been developed in South Australia, and is being considered by the government of that State.

7.23 While these may be recognised as traditional solutions to the problem and while no evidence yet indicates that a particular institutional framework is ideally suited to teacher education,

the opportunity should not be forgone in the process of rationalisation to develop new institutional models which may of themselves prove more apt than the existing models. Such a new type of institution may emerge from the rationalisation of advanced education in Tasmania where the university has assumed responsibility for some former college courses in the southern part of the State and has undertaken to preserve their present quality and approach, particularly in relation to the concurrent form of teacher education. This will develop a university that according to the Vice-Chancellor will offer a wide range of courses both of the traditional academic type and of the type offered by colleges of advanced education in other States.

7.24 The Committee's support for the exploration of new pathways to quality teacher education and its concern for the development of a unified profession lead it to propose that the opportunity should be taken in any further rationalisation of teacher education facilities to develop new institutional models, particularly arrangements that integrate the education of teachers for all levels of schooling while maintaining appropriate specialisation.

Teachers Centres and Education Centres

7.25 Apart from program statements and other descriptive material, little Australian literature is available on teachers centres and education centres. However, these centres appear to perform roles similar to those associated with the prototype centres in the United Kingdom: bases for in-service education and training; centres for curriculum development; resource centres, especially for technological equipment; information agencies; social centres for teachers; and centres for community involvement.[10]

7.26 Future patterns of growth and tensions associated with such centres in Australia may reflect those experienced in other countries: the growing importance of such centres in a period of 'technologically intense individualisation' of teaching and learning; the possibility, on the one hand, that professional control over centres may be diluted in response to more pressures for accountability and, on the other, that the centres will become redundant if they simply became part of the bureaucratic apparatus of education; evalution of a diversity of forms of centres and of a plurality of avenues of financial support; and the effects of economic and demographic downturn in bringing about substantial modification of earlier plans for the public funding of a national network of centres.[11]

7.27 In Australia the term 'teachers centre' tends to be used generically to refer both to Schools Commission-funded education centres and to State-funded teachers centres, as well as to variants such as professional service centres and centres for in-service work in specialised areas. The Schools Commission education centres have focused on local groups of

teachers, parents and other members of the community interested in initiating professional development programs. In 1974 the Commonwealth Minister for Education approved thirty-two centres recommended by the Schools Commission for support. These centres became established during 1975 and 1976. Each is funded at one of three levels: level 1 funding allows for the employment of a full-time director and support staff; level 2, for a moderate level of full-time staff; level 3, for part-time staff only. These centres have been described as autonomous units 'independent of employing authorities and therefore more likely to attract teachers from all systems and levels... [they] do not cater exclusively for teachers, but emphasise the importance of community involvement in education'.[12]

7.28 In the Schools Commission-funded centres the majority of management committee members are practising teachers. This is not necessarily the case in other centres. Many centres have increased the involvement of teachers in their area by having a liaison person in each school and by distributing information to every teacher. In equipping themselves, education centres have given priority to photocopiers, offset printing facilities, electric typewriters, video recorders, cameras and play-back equipment. However, not all centres are adequately equipped with such items. Most centres have also sought to develop a professional library with periodicals, journals and curriculum kits. If suitably equipped, the centres could exploit educational technology more - perhaps making use of central information data banks, satellite communications, cable television and cheaper video recording. Such technology could have a significant influence on the provision of opportunities for continuing teacher development.

7.29 The activities undertaken by centres across the country include: providing an external studies facility to country teachers enrolled at tertiary institutions; running induction programs for new teachers in an area; facilitating whole school programs. The value of centres was indicated by a recent survey of teachers in Tasmania according to which 69% of teachers regarded the (four) Tasmanian teachers centres as their main source of professional support.[13]

7.30 The Committee endorses teachers centres and education centres co-operating with schools, employers, communities, teacher education institutions and other organisations in research activities and in the provision of induction and in-service programs. The resources of teachers centres and education centres (for example, meeting rooms, equipment and personnel) are especially appropriate for such programs.

7.31 Centres suffer from a number of problems which need to be addressed - for example, large variations in the scale and sophistication of their equipment; staff shortages and locational problems.[14] The Committee would support attempts to reduce these problems through the co-ordination, integration

or rationalisation of services. There have been such developments in Tasmania, where all centres function through an amalgamation of State and Commonwealth funds for teacher development, and in Victoria, where there is close co-ordination between some education centres and the regional offices of the State Education Department.

7.32 The Committee is aware that teachers in some locations still have limited access to suitably equipped teachers centres and education centres because existing centres are not adequately distributed geographically or because mobile facilities are limited. The disparity between centre provisions is often quite considerable, and many centres operate without an adequately defined role. The Committee considers it important that the necessary resources and funds are made available for centres to play their part in meeting the in-service education needs identified in this Report. Clearly, the situation needs to be reviewed and this will be facilitated by the analyses for the Schools Commission currently being carried out by review panels in practically all of the States. These review panels are examining the distribution of teachers centres and education centres, their aims, functions and needs, financing and staffing, management procedures and relationships with other centres and bodies. Against this background the Committee recommends that:

R7.1 IN REVIEWING THE FUTURE DEVELOPMENT OF TEACHERS CENTRES AND EDUCATION CENTRES THE RELEVANT AUTHORITIES SHOULD PAY PARTICULAR REGARD TO THE ASPECTS OF ROLE DEFINITION, STAFFING AND EQUIPMENT, ADEQUACY OF DISTRIBUTION, AND PROVISION FOR PARTICIPATION BY TEACHERS IN THE MANAGEMENT OF CENTRES.

Co-operation in Teacher Education

Between Institutions

7.33 The Committee takes the view that teacher education benefits from co-operation between colleges of advanced education and universities, just as it benefits from co-operation between institutions and other bodies. As well as in the conduct of research, co-operation between colleges of advanced education and universities could be extended in the running of non-award courses and by exchange of views on course development, organisation and content. There are several extant examples of collaboration between institutions, and Deakin University is in the process of establishing an institute of educational studies for collaborative work involving other tertiary institutions as well as a range of Commonwealth and State agencies.

7.34 To cater for specialist needs, there could be provision for students enrolled at one institution to undertake some studies

(through attendance or external enrolment) at another institution. In a system where one institution is given a contract to provide courses for students from another institution, specialist colleges dealing with early childhood education could, for example, offer assistance in the early stages of primary curriculum and accept assistance in some liberal arts study areas. The Committee appreciates that such arrangements are not universally supported. For example, at least one university rejects the idea of sharing education programs and staff with a college of advanced education; in this case the different philosophical positions of the two institutions were seen as being irreconcilable. The maintenance of course integrity and issues relating to timetabling, communication and general organisation were also identified as problems. One suggestion is that, where there are co-operative programs between universities and colleges of advanced education, each institution should have distinct and specific responsibilities that are not part of a joint task. The Committee's general position is that there should be more collaboration between institutions and sectors in the provision of teacher education programs and increased mutual recognition of awards and units.

Between Institutions and Schools

7.35 Throughout the submissions received there was a strong demand to the effect that close relationships should be established between institutions whose prime function is the teaching of children and institutions whose prime function is the education of future teachers. Close links can be, and often are, developed informally. Additionally, formal links can be developed through the requirement and provision of services for demonstration lessons or practice teaching. However, a considerable number of those who submitted their views to the Committee thought that the relationship should be very much closer and indeed should extend to reciprocal staff appointments by both the school and the institution. While it is to be hoped that the title 'teacher' is regarded as an honoured one and that of 'lecturer' equally recognised in schools, closer relationships could be facilitated by the development of new titles which people would hold in the institution which was not their first employer. A closer relationship could also involve the reciprocal provision of working space and equipment, collaboration in the development of programs for schools and institutions and research into the function of each.

7.36 The Committee's general position is that close and co-operative relationships should be established between teacher education institutions and schools. Such relationships may be developed through formal and informal arrangements. Staff exchange and collaboration in curriculum development and in research could be developed and there could be cross membership of committees. Such close links between staff may involve the sharing of physical facilities, and the recognition of status and identification of responsibility through the granting of such titles as 'consultant' or 'associate'.

Between Institutions and Community

7.37 In previous chapters, the desirability of closer relationships been institutions and the community was discussed in general terms. We now turn to relationships with particular groups. Aborigines and other groups have commented on the limited contact between teacher education institutions and Aboriginal people. There are exceptions such as Bendigo College of Advanced Education which approached the Victorian Aboriginal Education Consultative Group for its reactions to proposals to alter existing courses or introduce new studies, and the three colleges which operate enclave support programs for Aboriginal students and which have advisory committees which include Aborigines.

7.38 Aboriginal groups believe they should participate in relevant aspects of policy and program development in teacher education on the grounds that Aborigines can best communicate and understand the needs and aspirations of Aboriginal people. Participation is particularly supported for State Aboriginal education consultative groups and the National Aboriginal Education Committee, so that Aboriginal people have a voice in, and influence upon, the decisions affecting Aboriginal education. It has been put to the Committee that such groups should be substantially involved in the planning, construction and administration of programs designed specifically for the education of Aboriginal and Torres Strait Island teachers. The Committee accepts this argument and believes that these groups also have a valuable contribution to make to courses preparing non-Aborigines to teach in Aboriginal schools or schools of high Aboriginal density. Accordingly, the Committee takes the position that teacher education institutions concerned with the preparation of Aboriginal teachers and teachers of Aborigines should, in their program development, make as extensive use as possible of the State Aboriginal education consultative groups and the National Aboriginal Education Committee. Such groups should also be involved in the development of Aboriginal studies as a component of general teacher education programs.

7.39 Teacher education institutions should establish contact with other community groups as well. Minority ethnic groups and suitable people of ethnic background could be contacted through government appointed bodies such as the Australian Institute of Multicultural Affairs, the Australian Ethnic Affairs Council and ethnic affairs commissions (where they exist) and through voluntary organisations such as ethnic communities councils and multicultural education associations. Such people would have much to offer with regard to such matters as promoting cross-cultural understanding and language preparation for the multilingual classroom. Thus, teacher education institutions concerned with the preparation of teachers specialising in migrant and multicultural education should make as extensive use as possible of appropriate organisations. These include

the Australian Institute of Multicultural Affairs, the Australian Ethnic Affairs Council and voluntary organisations. Such organisations should also be involved in the development of the multicultural dimension of teacher education programs in all institutions.

Co-operative Planning at National and State Levels

7.40 In the preceding discussion of institutions the Committee strongly emphasised co-operation and co-ordination in the planning and provision of teacher education. The Committee believes that an organisation should be established to promote, focus and reinforce developments in these directions. Just as recognition is given in Chapter 4 to the need for a comprehensive and coherent approach to the in-service phase of teacher education, so the Committee is of the opinion that a national advisory body on teacher education should be established to monitor and review developments in all phases of teacher education.

7.41 The Committee envisages that the national body would have as one of its principal functions the convening of a widely constituted national assembly on teacher education every three or four years, in order to review major policies and practices in teacher education. The assembly should include policy makers and administrators in education and in teacher education, teachers, teacher educators, education researchers, parents and members of the community and community groups. This would ensure the widest possible input to the discussions. The first meeting of the advisory body itself could focus on this Report and its reception and subsequent meetings could review the implementation of the recommendations. In order to inform itself, the body might advise on and commission appropriate research. The Australian Education Council would seem to be the appropriate organisation to establish and fund such a national advisory body. It would be vital to the acceptability and success of the body that it be independent of government and operate with substantial administrative freedom and not as a committee of the Council. The Committee specifically recommends that:

R7.2 A NATIONAL ADVISORY BODY ON TEACHER EDUCATION SHOULD BE ESTABLISHED BY THE AUSTRALIAN EDUCATION COUNCIL. THIS BODY COULD BE SUPPORTED BY STATE LEVEL STRUCTURES TO INITIATE, MONITOR AND REVIEW DEVELOPMENTS IN TEACHER EDUCATION.

7.42 The Committee envisages that the proposed national advisory body in teacher education would have the basic role of gathering and disseminating information relevant to schooling and teacher education, and of promoting widespread discussion of issues in teacher education. Its more specific tasks would include:

- monitoring and discussion of social change and its implications for education;
- monitoring and discussion of changes and developments in schooling to assess their implications for teacher education;
- monitoring and discussion of changes and developments in teacher education itself;
- advising decision-makers in education, where this advice is requested;
- initiating and commissioning appropriate research; and
- encouraging and developing closer relationships and consultation among all those involved in, or with an interest in, teacher education.

7.43 The national advisory body should have a committee on which teachers, parents, members of the general community, student teachers, administrators, teacher educators and teacher employers are all represented. The committee would meet relatively infrequently - the national assemblies would be the principal forum for policy review and development - but it should have the services of a full-time director and a support staff.

Accreditation

7.44 In Australia, colleges of advanced education operate under a system of course accreditation run by government agencies at the national, State and Territorial level. At the national level, the agency concerned is the Australian Council on Awards in Advanced Education, which was set up to help achieve a nationally recognised and consistent system of nomenclature of awards. The Council initially did not have the power to refuse registration of any course and award proposed by a recognised State accrediting agency. The Council was granted this power in 1978.

7.45 State and Territorial agencies have the carriage of the actual accreditation process. The usual procedure is for the college submission and supporting documents (for example, syllabus details, copies of previous final year examination papers and details on the formal qualifications, experience and publications of academic staff) to be studied by a committee of persons drawn from universities, colleges of advanced education, industry and the professions. This is followed by a visit to the campus, where the committee meets with academic staff and inspects facilities and examples of students' work. A report is then prepared and submitted.

7.46 In Western Australia, additional prodecures apply when an accreditation panel deals with courses proposed for a new

discipline area, or a substantially new stream in an existing discipline area. Except in the case of a proposal for a master's degree, when accreditation must precede the commencement of the course, the panel meets both before and after the course has commenced. This enables the panel to view the complete syllabus, the students and the human and physical resources deployed for the course.

7.47 As it applies mainly in the advanced education sector in Australia, accreditation is concerned with course development rather than with an assessment of institutional quality. Once a particular course in advanced education is accredited by the appropriate State or Territorial authority, it is submitted to the Australian Council on Awards in Advanced Education for consideration for placement on a national register of awards. These procedures are normally followed before the introduction of a course; once registered, a course is given approval for up to five years. The process is therefore one in which the efforts of the teaching institution are directed to the structure, design and implementation of a course. Other than within the institution itself, and except for the Western Australian situation just outlined, no assessment is made of the extent to which the course, as designed and accredited, is actually taught; neither is external assessment made of strengths and weaknesses of the course. The present procedures need to be extended so that there is some monitoring both of the programs as actually implemented and of the quality of graduates. Although these limitations have been well identified in evidence and submissions, the Committee accepts that accreditation and registration have been useful devices in the ten years since the colleges of advanced education have been established. The Committee also sees that the external accrediting process could assist the colleges to translate the recommendations of this Inquiry, and particularly the spirit of the recommendations, into practice.

7.48 Accreditation is, however, thought by many institutions to be too involved and time-consuming. It is claimed that present course accreditation procedures stifle significant innovations in teacher education. It has been suggested that institutions rather than individual courses should be accredited. Institutions favour more autonomy to conduct and develop courses, to plan and implement initiatives, and to grant awards. Support has been expressed for the recommendation in the report of the (Williams) Committee of Inquiry into Education and Training that the principle of external accreditation should be maintained but that State boards should amend their procedures so that well-developed colleges, or departments within them, are not subject to the same detailed visitations and assessment as the less-developed colleges. Another suggestion is that the visits of external panels are particularly important for the smaller colleges in order that their standards may be validated.

7.49 The Committee is impressed with the logic and force of such views and this has influenced it to make the following recommendation:

R7.3 ALTHOUGH THE PRINCIPLE OF ACCREDITATION HAS SERVED COLLEGES OF ADVANCED EDUCATION WELL, THE PROCEDURE IS NOW BECOMING SO TIME-CONSUMING THAT METHODS SHOULD BE SOUGHT TO REDUCE THE TIME SPENT WHILE RETAINING THE ADVANTAGES OF THE PROCESS. THE ACCREDITATION OF INSTITUTIONS RATHER THAN COURSES COULD CONTRIBUTE TO THESE OBJECTIVES AND COULD HAVE THE ADDITIONAL ADVANTAGE OF PROVIDING GREATER AUTONOMY FOR INSTITUTIONS.

7.50 There is a further and related point. The Committee is aware that some new courses, developed to [illegible] emerging needs, were staffed by teacher educators without experience or specialised training in the area covered. One example may be taken from the area of special education. System developments in the second half of the last decade called for an increase in the number of teachers for this area. Although generalist teacher educators had long been alerted to the facts of individual differences and learning difficulties, few were capable or experienced in the practical day to day problems of managing children with such difficulties and even fewer were experienced in developing courses which would prepare teachers for this task. The general point here is that, if new courses of an appropriate quality are to be offered, people with the required professional skills and expertise should be employed in advance of the introduction of such courses to undertake the necessary course planning and development. Thus the Committee believes that institutions should ensure that adequate resources are available for course planning.

7.51 Commentators have expressed concern about a number of other aspects of accreditation procedures, including: the marked differences between the States in the structures responsible for accreditation and in the associated procedures; variable composition of assessment committees; variations in the quality of documentation of course proposals; and inconsistency in decisions and recommendations made by different assessment committees.

7.52 The Committee believes that such deficiencies arise from inadequate attention to the guidelines established by the Australian Council on Awards in Advanced Education. Consequently, it is recommended that:

R7.4 STATE AND TERRITORIAL ACCREDITATION AUTHORITIES SHOULD PURSUE THE GUIDELINES OF THE AUSTRALIAN COUNCIL ON AWARDS IN ADVANCED EDUCATION IN SUCH A WAY AS TO ACHIEVE MORE CONSISTENCY IN THE QUALITY OF OUTCOMES OF THE DECISIONS AND RECOMMENDATIONS MADE BY DIFFERENT ACCREDITATION COMMITTEES THROUGHOUT THE NATION.

Evaluation

Internal Evaluation

7.53 We noted, in Chapter 6, that there is little evidence that institutions within each sector systematically monitor and evaluate their programs. When discussing evaluation, institutions generally refer to the existence, within their own education faculties or departments, of course review and development committees which sometimes include student members and whose work includes some kind of evaluation (usually unspecified). There is also mention of evaluation through internal staff discussion. The Committee is impressed with the internal review procedures developed in particular tertiary institutions and sets of institutions, not all of which are engaged in teacher education. It also notes the absence of any systematic provision for such reviews in some teacher education institutions. As a self-evaluation model seemingly quite appropriate for application to teacher education institutions and programs, the Committee commends the evaluative check list in the Williams Committee report.[15]

External Evaluation

7.54 Although external evaluation is not a prevalent feature of teacher education institutions and programs in Australia, different forms of it are practiced by various institutions. Some institutions have established advisory or evaluation committees on teacher education with representation drawn from such groups as employers, professional associations, parent and community organisations. One institution nominates external advisors or moderators for each course. In Tasmania, feedback to the teacher education institutions is provided by departmental officers assigned to work closely with beginning teachers. Other institutions arrange regular seminars with classroom and advisory teachers to discuss the teacher education program of the institution, and yet others make use of visiting overseas experts to assess their courses and methods.

7.55 Evaluation is expected to precede the formal review of a course for reaccreditation purposes. Major reviews of courses may be undertaken for the purposes of reaccreditation. Indeed, one college saw the process of course accreditation as the most significant form of external evaluation. Evaluation of courses is also implicit in the operation of teacher registration authorities.

7.56 Consultation can, of course, occur between college staff and school personnel in informal ways, and informal feedback may be given by inspectors, principals and others. There may be additional contact between college staff and the employing authorities.

7.57 The Committee believes that external moderation should extend across State and sector boundaries in order to help achieve a common approach but without incurring central direction. External moderation is best seen in the context of performance assessment and advice or consultancy on course development. It would be better done on a team basis rather than on an individual basis, the team including selected school principals, consultants, senior departmental officers and officers of co-ordination authorities. All aspects of courses being moderated should be appraised, including practice teaching. Moderation of professional components of concurrent courses will raise issues of extension to the academic course components. If moderation as recommended is accepted, there should, after an appropriate period of time has elapsed, be an evaluation of its outcomes.

7.58 In other countries, notably in some areas of the United States of America, safeguards have been developed to secure consistency between awards conferred by institutions of higher learning. Besides methods of assessment developed by the institution itself, the advice of academic staff from other institutions is sought; frequently the use of external examiners for final year or higher degree work is required by the governing body. Where external examining is practised, regular consultation between academic staff occurs and the authorities in the award-conferring institutions are afforded the necessary assurances of academic standards and credibility. Similar procedures could be developed in Australia and required of those institutions undertaking diploma and degree level teacher education courses.

7.59 Thus, the Committee is of the view that development of the practice of external consultancy and moderation could effectively complement the existing processes of accreditation and registration. The Committee accepts that such consultancy or moderation could involve individuals or teams.

7.60 The Committee also believes that more use should be made of course development advisory panels which include in their membership the institution's external moderators, academics from other institutions, employers, teachers, students and other members of the community.

Selection of Teacher Educators

7.61 The following discussion on teacher educators focuses on staff all of whose students comprise teachers or teacher trainees, that is, staff members involved in: traditional academic studies; foundation studies, curriculum studies and methods; or teaching practice supervision.

7.62 It has been submitted to the Committee that the criteria for selection of teacher educators in tertiary institutions should include successful teaching experience; teaching skills;

personal qualities; academic qualifications; appropriate knowledge in addition to academic qualifications; research/ publications; occupational background or professional experience other than teaching for some staff. A State department of education supports continuation of the practice of members of its staff being invited to join selection panels for new staff appointments to teacher education institutions. The Committee comments in Chapter 6 on the selection of supervising teachers.

7.63 Universities and colleges of advanced education are autonomous institutions and have responsibility for the appointment of academic staff. Staff may be appointed: to full-time tenured or non-tenured positions; as part-time staff under fixed-term arrangements; as part-time staff under limited term arrangements; or as supervisors of practice teaching. It is standard practice for full-time positions to be advertised in the press - sometimes internationally - and for appointment to follow from the recommendations of a selection board or panel. This board or panel may comprise persons drawn from the governing body, the senior academic staff of the institution itself, academic staff from other institutions, bodies responsible for the employment of teachers, and professional associations. Invariably, the procedures followed in the selection of academic staff take account of academic qualifications, relevant work history, breadth of experience and interests, research and publications and personal qualities. In addition, referees may be asked to advise on qualifications, capabilities and expertise of selected applicants and their appropriateness to the particular academic position.

7.64 The procedures outlined above usually apply only to selection for full-time positions involving specific academic duties and responsibilities. Appointment to part-time positions is normally delegated by governing bodies to the relevant faculty or teaching department. The appointment of teachers to supervise practice teaching frequently is made on the advice of the school's principal.

7.65 The Committee's view is that previous teaching experience should not be an absolute prerequisite in the appointment of staff in teacher education, although it is reasonable to expect that a proportion of staff will have such backgrounds, and that staff in the areas of curriculum studies and those responsible for teaching practice should have successful teaching experience and up-to-date knowledge of the work of schools and teachers.

7.66 The Committee further holds that in some areas, particularly in the creative and performing arts, where recognition may be given for performance as well as for academic standing, the

appointment of staff with neither training as teachers nor experience in schools could contribute to the liberal education of future teachers. Staff so appointed, however, should be given the opportunity to acquire skills appropriate to tertiary teaching.

7.67 The Committee believes that selection criteria for teacher educators should include, as for all academics, outstanding ability in their field of expertise. Those who will have responsibilities in teaching method courses should, in addition, have a background of successful teaching experience; it is most important to keep a balance between knowledge of the subject area and the ability to foster children's learning. Broadly, therefore, the Committee believes that selection procedures for all categories of staff involved in teacher education should be designed to ensure that each program is characterised by academic excellence, relevant professional studies and well-supervised practical experiences.

Professional Development of Teacher Educators

Submissions and Background Data

7.68 Many submissions stressed the importance of furthering the professional development of teacher educators. Forms of development mentioned included: opportunities to work in other institutions; to engage in further study in Australia or overseas; to conduct research; to participate in conferences and seminars and to maintain contact with industry and commerce. Particular emphasis was placed on needs for staff development in such areas as special education, early childhood education and multicultural education. Universities were seen as being able to provide suitable staff development opportunities including formal and non-formal studies, collaboration, research and staff exchange. It was seen as desirable that programs should promote professional skills as well as academic scholarship; for example, doctoral programs might encourage teachers to choose thesis topics on professional matters. The higher costs associated with travel and communications were seen to have a deleterious effect on staff development opportunities in regional colleges of advanced education.

7.69 In considering these and other aspects of professional development, the Committee was assisted by the data on the characteristics of teacher educators obtained from the survey it commissioned.[16] The national survey was based on a stratified sample of over 700 teacher education staff in twenty-two universities and colleges of advanced education. The sample was made up of full-time staff, and those part-time staff with more than half-time appointments, who contributed to education courses. The mean age of the sample was forty-one years and 72% were men.

7.70 Compared with the Australian population there was a noticeable lack of representation of people from non-English speaking origins. On the other hand, Australian rural backgrounds and immigrants from English speaking countries were over-represented. About one-half of the college sample was engaged in initial primary teacher programs; in universities respondents were spread equally in initial primary, initial secondary and postgraduate programs. Only 6% of the sample had not been a school teacher at some stage. The last six months of such teaching was in the 1970s for 56%, and the 1960s for another 37%.

7.71 College staff had higher loads for class contact hours per week (14.2 hours for multi-purpose and 14.1 hours for single purpose) compared to university staff (with 11.2). 'Class contact hours' included lectures, tutorials and seminars, laboratory classes/fieldwork/practice teaching. Staff hours per week spent on research and writing averaged 9.8 hours in universities, 3.2 in multi-purpose colleges of advanced education and 3.3 hours in single purpose colleges of advanced education. As already noted, the workload of college staff is expected to allow less time for research than that for staff in universities.

7.72 In responding to questions on staff selection and promotion, the teacher educators endorsed the criterion of effectiveness as a teacher, but indicated their belief that greater weight was, in practice, given to research and committee work. Generally, staff contact with schools in the last three years had taken the form of supervising student teachers, participating with school teachers in in-service workshops/seminars and liaising with schools; in each case well over 80% of respondents reported these forms of contact.

7.73 Thus, the survey data reveal that the great majority of teacher education staff has had experience as school teachers, although for many it was some years ago. Most have continued to have close relationships with schools through practice teaching supervision, in-service training programs and research.

Present Policies and Practices

7.74 For colleges of advanced education, study leave mainly takes the form of 'professional experience programs' which involve study, work and research with a vocational orientation. Study leave in universities mainly involves 'outside studies programs'. These terms were adopted by the Tertiary Education Commission's 1978 (Dunbar) report on study leave, which recommended that the incidence of overseas programs be reduced and that absence from an institution normally should not exceed six months.[17] For universities 'the total amount of time spent by members of the academic staff under outside studies programs in each university should not be greater than 7% of available man-years of staff time of the grade of lecturer and

above, averaged over the triennium'.[18] This standard exceeds the 5% allowed for college of advanced education staff undergoing professional experience programs.

7.75 Institutions were asked by the present Inquiry to comment on their present policies and practices in staff development, perceived constraints, and desirable future developments. In relation to the first aspect, the replies from forty-six colleges and fourteen universities referred to such current staff development practices as study leave for higher qualifications, research, conferences, workshops, seminars, visiting academics, close relations with a school, travel interstate or overseas, secondments or visits to other institutions, and professional duty off campus.

7.76 Generally there are no distinctive or special provisions for teacher education staff. On the whole, the universities and colleges referred to similar avenues for staff development. However, the universities more often mentioned tertiary teaching and research centres while colleges made more reference to staff exchanges (among tertiary institutions or between institutions and schools), community involvement, and membership of professional organisations.

7.77 The replies gave much less space to policies on staff development than to current practices. Where policies were mentioned there was usually reference to encouraging and assisting staff in professional development. The basic policy consideration for the professional experience program is the value to the individual and to the college. This general consideration finds expression in a variety of ways. For one college the policy is to have most of the staff possessing a master's degree or its equivalent. Another gives priority to retraining. A third college encourages staff to assume an active role in professional organisations and associations related to their areas of particular interest and expertise.

Perceived Constraints on Staff Development

7.78 The replies to the question identified the following as constraints:

- financial constraints with regard to leave, study, travel, visiting scholars;
- emphasis on study leave being taken in Australia;
- lack of access to schools (many practical difficulties in having staff teaching in a school);
- emphasis on professional development in colleges perhaps at the expense of research and higher degree study;

- lack of research resources and time for research in colleges and the attribution of the research role to universities;
- opportunities for higher degree study limited in colleges by teaching loads which are heavier than for university staff;
- diminishing promotional opportunities;
- insecurity of tenure;
- lack of formal channels for inter-college planning and mounting of staff development programs; and
- higher costs of staff development in regional colleges.

7.79 Institutions perceived particular difficulties arising from the implementation of the 1978 Tertiary Education Commission (Dunbar) report on study leave, which recommended a maximum of six months leave. Those mentioned often were:

- the emphasis on professional experience rather than study for academic qualifications is inappropriate for staff who already have substantial teaching experience but lack higher qualifications;
- special difficulties may arise for college staff wishing to undertake higher degree study at other institutions where the degree rules or the nature of the study require a period of full-time involvement; and
- there are special difficulties in regional areas.

The colleges saw particular difficulties arising from the requirement by the Tertiary Education Commission that professional experience programs constitute no more than 5% of available man-years of staff at the level of lecturer and above; as a result many staff will not be eligible for participation for a much longer time. (The TEC Draft Report on Study Leave[19] found the standard period of staff development leave in colleges to be one year after six years of service. Many staff were not eligible for such leave and the majority of staff on staff development leave were engaged in improving formal qualifications. The TEC suggested a scholarship scheme for improving formal qualifications but the proposal was not enthusiastically received and it lapsed.) The Dunbar Report is seen as discouraging staff from obtaining higher academic qualifications from overseas, thus acting as a constraint on staff development in specialist areas such as home economics, art and early childhood studies where advanced provisions in Australia are limited. This aspect is taken up in more detail below.

Possible New Developments

7.80 Teacher education institutions were asked by this Inquiry to respond to the question, 'What does your institution see as the most appropriate ways - within current constraints but also ideally - in which the competence of teacher education staff to train teachers for work in today's schools can be further developed?' The suggestions included increased activities of the kinds mentioned in paragraph 7.75, the lessening or removal of constraints mentioned in paragraph 7.78, and in addition the following approaches:

Universities and colleges of advanced education

- Provision for joint appointments, allowing teacher education staff to spend time working as teachers.

Universities

- Research projects which take staff into schools.
- Periods of school-based experience preferably in another State or another country.
- Bringing teachers and teacher educators together through conferences, research, teaching practice and organised meetings.

Colleges of advanced education

- Funds for staff development of tertiary staff moving into in-service education.
- Secondments to curriculum branches/centres/projects.
- Direct exchange with overseas schools.
- Training for supervision of students in schools.
- Secondment to industry (in particular, science or commercial studies lecturers).
- Development of self-evaluation skills and regular evaluation of teacher education programs.
- Retraining of permanent staff whose skills may be about to become redundant.

Particular Dimensions of Staff Development

Tertiary Teaching

7.81 Submissions from various quarters suggested that a tertiary teaching and research unit is needed within each institution to assist lecturers in developing their approach to teaching at the tertiary level. In Australia, most universities and few colleges of advanced education have established such units to assist in improving teaching effectiveness and to undertake research into teaching methods. The units may also offer special courses and seminars on teaching at tertiary levels. Some units offer extended in-service courses of up to one year for teaching staff as part of a master's degree, or as a postgraduate diploma course, in higher education. Most provide a range of advisory and consulting services including assistance with evaluation and with the development of teaching aids. Some units conduct special induction programs for new staff. In this connection, the Committee believes that more attention should be given to ensuring that beginning teacher educators in tertiary institutions are aware of the aims and objectives of the particular institution, faculty, department and program with which they are to become involved.

7.82 Besides teaching skills, academic staff need to acquire an understanding of the principles involved in curriculum design and development. The Williams Committee recommended that staff development programs in tertiary curriculum development be devised for teachers in universities and colleges of advanced education.[20] The present Committee supports that proposal but is concerned at the potential duplication of effort if all tertiary institutions were autonomously engaged in each area of curriculum development in teacher education. Furthermore, the quality of curricula must vary significantly given the varied conditions in which they are developed. The Committee believes that much curriculum development should be performed in centres of excellence (referred to below) which would act as focal points for co-operative curriculum development, utilising the best talents available. Outlines of the developed programs could then be disseminated, allowing other institutions to make use of material relevant to their own needs. This approach could result in reduced diversity, but institutions would benefit from using curricula developed under optimum conditions, while still being able to make adaptations to suit local conditions.

7.83 The Committee specifically recommends that:

R7.5 CONTINUING ATTENTION SHOULD BE GIVEN TO DEVELOPING THE TEACHING ABILITIES OF UNIVERSITY STAFF AND COLLEGE STAFF. UNITS OR CENTRES CONCERNED WITH THE IMPROVEMENT OF TERTIARY TEACHING SHOULD BE ESTABLISHED IN COLLEGES OF ADVANCED EDUCATION AS WELL AS IN UNIVERSITIES.

7.84 The Committee supports the current practice in institutions of formative evaluation of staff teaching and it also supports the suggestion for further development of self-evaluation skills among teacher education staff. The encouragement of staff evaluation would contribute to the development of internal evaluation of programs and institutions as referred to in paragraph 7.53.

7.85 It has been submitted to the Committee that teacher education institutions should be concerned with the training of in-service educators and that funds should be provided for the professional development of tertiary staff moving into in-service education. Earlier in the Report comments were made about an expanded role for teacher educators in in-service education; for many teacher educators this will be a relatively new role. The Committee considers, therefore, that tertiary teaching development programs should give special attention to preparing teacher educators for a larger role in in-service education.

Experience of Schools

7.86 The general position concerning co-operation between institutions and schools has been discussed above, and we have noted the wide support for teacher educators to become involved in the in-service education of teachers. Many submitters also believe that teacher educators - sometimes the emphasis is on methods staff - should be in regular contact with schools. Some suggest that teacher educators in tertiary institutions should return regularly to the classroom - for example, for one year in every three to five years - and that procedures for allowing the return of college staff members to schools to obtain classroom experience should be developed. It was also suggested that there should be an exchange of staff between schools and training institutions. Institutions saw these developments as desirable but also pointed out that short term exchanges and appointments are beset by difficulties associated with arrangements for salary, promotion and superannuation and with the interruption of research and other responsibilities.

7.87 The Committee notes with approval that, despite these apparent obstacles, many institutions have close relations with schools and that staff visits and exchange programs are arranged between institutions and schools. The Committee favours the continuation and extension of these arrangements and it sees great merit also in the development of research projects which take staff into schools and give teachers an opportunity to participate in research. The action research teams established by La Trobe University and its associated schools serve this dual purpose.

Areas of Special Need

7.88 Some institutions commented that the emphasis placed by the Tertiary Education Commission on study leave in Australia is acting as a constraint on staff development. The Committee believes that opportunities for overseas study are particularly needed in such specialised areas as early childhood education, bilingual education, multicultural education, home economics and art. In these areas, provisions for academic study in Australia are limited.

7.89 The origin of pre-schools outside the mainstream of education and the separate training of kindergarten teachers in single purpose institutions has had the disadvantage of isolating pre-school teachers and of making for discontinuity in children's education. On the other hand, the strength of the pre-school teacher education program has been its basic emphasis on a study of child development.

7.90 The trend to recognise pre-schooling as part of the early childhood period extending from birth to eight years, comes at a time when:

- it is expected that all children will have the opportunity of a year of pre-schooling;
- a study of children's development is being recognised as essential for all teachers;
- continuity of curriculum from kindergarten to year 12 is being advocated; and
- the focus in early childhood education is on the family and participation of parents and the community in a neighbourhood school is increasing.

7.91 Early childhood teachers, both pre-school and junior primary teachers, are responsible for the critical introduction of children to formal schooling. If they are to contribute significantly to these trends, postgraduate courses specialising in early childhood education must be made more readily available in each State. To give a focus to this development, it is recommended that a chair of early childhood education be established to provide a centre for research and generation of sustained acedemic studies at the highest level. The chair should be established at a university selected for its range of interdisciplinary studies especially in relation to health, welfare and development of children. The chair of early childhood education would enable a range of issues to be addressed authoritatively and provide leadership in administration, university and college of advanced education teaching, in the evaluation of curriculum and in the field in general. It would enable early childhood education to contribute more significantly to education as a whole.

The Committee recommends that:

R7.6 THE TERTIARY EDUCATION COMMISSION SHOULD ENSURE THAT ADEQUATE HIGHER DEGREE PROVISIONS ARE MADE AVAILABLE IN NEEDED AREAS, AND IN PARTICULAR SHOULD PROVIDE IMMEDIATELY FOR ONE CHAIR OF EARLY CHILDHOOD EDUCATION TO BE ESTABLISHED IN A UNIVERSITY.

7.92 Additional steps could be taken in Australia to overcome the problem of inadequate advanced academic provisions. In 1975 the Australian Universities Commission proposed 'Category B' grants for universities to develop centres of special research concentration which might be termed 'special postgraduate centres'.[21] However, this proposal was not accepted by the Commonwealth government. The Williams Committee report indicated support for the proposals on special research grants made by the Universities Council; that is, to build up postgraduate centres at universities.[22] A similar proposal to the present Committee refers to 'centres of excellence', which may involve both universities and colleges of advanced education. The objectives of such centres would be to promote and facilitate consulting, research and extension activities relevant to the specific objectives of the centre. These centres might be expected to reflect a distinctive teaching style or presentation, or staff expertise and experience.

7.93 It is clear that all teacher education institutions feel that they are singularly capable of providing pre-service teacher education for students in the general areas of primary and secondary education. However, there is a dearth of opportunities for teachers in some parts of Australia to develop a high level of expertise in certain areas of subject specialism such as art, craft and music, in certain areas of professional expertise such as early childhood education, in certain areas of cultural need such as community languages and in certain areas of performance such as physical education. It is therefore essential that teachers in these areas should be able to study at centres of excellence in the sure knowledge that they will come in contact with people whose performance entitles them to the same degree of academic respect as that accorded to other academics.

7.94 Equally, in order that sensitivity to the needs of all children be enhanced, such centres ought to be able to communicate to other institutions the findings of their research and study. Every teacher needs to understand the latest developments in his field, but not every teacher educator can be at the forefront of such developments. The latter is a task for the proposed centres of excellence.

7.95 Thus it is suggested that institutions should aim to become centres of excellence in some field of teacher education, and to be recognised for funding as such by the Tertiary Education Commission. The recognition would have to be made on the basis of application of appropriate criteria. Funding could be through earmarked grants which terminate over a period of time. Besides the Tertiary Education Commission, other bodies could be involved in funding - and in developmental work. These include the Schools Commission (through the Services and Development Program), the Education Research and Development Committee and the Curriculum Development Centre. There should be periodic reviews of the funding of such centres by the proposed national advisory body on teacher education. The distribution of the centres should be co-ordinated to facilitate teacher participation and involvement.

7.96 The Committee specifically recommends that:

R7.7 CENTRES OF EXCELLENCE SHOULD BE ESTABLISHED IN INDIVIDUAL TEACHER EDUCATION INSTITUTIONS THAT HAVE DEVELOPED A HIGH REPUTATION AND INVOLVEMENT IN SPECIAL AREAS.

Formal Study

7.97 In 1973, about 10% of academic staff in colleges of advanced education and teachers colleges had doctorates; a further 20% had degrees at master's level.[23] The Williams Committee report observed that: 'In the colleges the proportion of academic staff with higher degrees rose considerably in the years from 1969 to 1977. Part of this increase was due to the encouragement given to established staff to add to their qualifications, but the major part of the increase was due to recruitment from universities.'[24] The report went on to note that the high percentage of staff without higher degrees or publications may explain why it has proved so difficult to effect amalgamations of universities and former teachers colleges.

7.98 In the study of teacher education commissioned by this Inquiry, it was found that over half the teacher education staff in the sampled universities and colleges had an academic qualification at the postgraduate level: 18% had doctorates and 38% had master's degrees.[25] Staff with five to nine years experience as teacher educators were less likely to have a doctorate than staff with other lengths of experience. The researchers linked this to the fact that staff at that level of seniority were recruited in the period of rapid expansion in the early 1970s, when secondment from the teaching service to teachers colleges was still quite common and there was less open competition for advertised positions.

7.99 Forty per cent of the staff are currently enrolled for formal studies, including 13% at doctoral level and 20% at master's level. The majority of staff (58%) who have taken staff development leave took that leave overseas. Of those who were enrolled for further studies 54% claimed they felt under pressure to enrol. The motive most frequently mentioned was the need to have job security and access to promotion; personal satisfaction and pressure from the institution were the next most frequently mentioned motives.

7.100 Most staff appointed to academic posts in teacher education have trained as teachers and have had successful classroom teaching experience, usually for a period of at least five years. As a result, staff in teacher education at the time of initial appointment tend to be older than other academic staff. Before 1973, teacher training was the responsibility of State departments of education. A limited number of full-time staff appointed or seconded to teacher training institutions during this period still remain in permanent positions. Many such staff were appointed on account of their demonstrated proficiencies and excellence as classroom teachers. More recently these staff members have tended to avail themselves of the opportunities to advance their expertise through staff development or sabbatical leave programs in colleges of advanced education and universities. With the expansion of higher degree courses, opportunities are now more readily available in Australia for academic betterment. To ensure qualitative improvement in teacher education courses it is imperative that these opportunities are retained. The Committee therefore takes the position that study leave to obtain higher qualifications should be available to teacher education staff.

Regional Colleges

7.101 Institutions pointed out to the Committee that the current Tertiary Education Commission guidelines on staff development leave create special difficulties for academic staff in regional areas who are enrolled, or who are aspiring to enrol, in higher degree programs at universities. Staff development in regional colleges also involves higher costs because of the distances involved and their remoteness from other academic institutions. While noting that distance is taken into some account for Tertiary Education Commission funding, the Committee believes that an additional loading in staff development is required for staff in regional areas, for example, with regard to travel funds, time off and replacement staff.

Staff Development Needs in Content Areas

7.102 The emergence of new priority areas for teacher education means that at least some teacher educators may need additional professional development programs. The Inquiry has received many submissions urging priority for education for a multicultural society, for school-community relationships, for transition from school to work, and in teaching exceptional children. These priorities parallel those suggested for pre-service and in-service courses and, consistent with positions it has taken in relation to those courses, the Committee considers that new initiatives and structures for staff development are needed in emerging priority areas of teacher education, for example, education for a multicultural society, school-community relationships, transition from school to work, and exceptional children.

7.103 In Chapter 8 the Committee endorses a target of producing 1 000 Aboriginal teachers. This has obvious implications for the content of teacher education courses and the professional development of teacher education staff. It has been submitted to the Committee that the curriculum for Aboriginal and Torres Strait Island teacher trainees should include teaching of English as a second language, community development, Aboriginal studies, linguistics and other studies to help the graduates to teach effectively in areas with high Aboriginal populations. Other points made were that:

- teacher training programs should equip indigenous Australian teachers with skills to enable them to become members of the Australian teaching profession without losing their own cultural identity;
- those structuring teacher education programs need to recognise the particular pressures to which indigenous people are subjected in the process of establishing a student teacher role and a role as a teacher on graduation. Support systems should be structured to assist trainees and graduates to cope with these pressures;
- bridging courses and enclave programs may be needed.

7.104 The Committee believes that, with a substantial increase in the intake of Aboriginal students and with the necessity for institutions to meet their particular needs (such as those listed above), many teacher educators will need special preparation in the area of Aboriginal teacher education. Such special preparation will also be required in the case of many teacher educators involved in presenting postgraduate courses in Aboriginal education to non-Aborigines. The need for specially trained teacher educators is particularly urgent in those institutions where traditionally oriented Aborigines are enrolled in teacher education programs.

7.105 Further areas in which teacher educators require special and substantial preparation to meet the changing emphases and demands discussed in this Report are multicultural education and special education. The Committee believes that for all three areas - Aboriginal, multicultural and special education - staff development programs should be available on a full-time basis and for a significant period of time. Accordingly the Committee recommends that:

R7.8 SPECIALIST ONE YEAR FULL-TIME STAFF DEVELOPMENT PROGRAMS FOR TEACHER EDUCATORS SHOULD BE IMPLEMENTED TO PREPARE THEM FOR WORK WITH ABORIGINAL TEACHER EDUCATION STUDENTS AND IN THE AREAS OF MULTICULTURAL AND SPECIAL EDUCATION.

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CHAPTER 8

SELECTION, RECRUITMENT AND MANPOWER PLANNING

8.1 The structure of this chapter reflects the fact that selection, recruitment and manpower planning are interrelated but distinguishable issues affecting teacher education. Thus, the chapter covers all three topics, with a separate section being devoted to each in turn.

Selection

Task and Issues

8.2 The Terms of Reference asked the Committee to consider the criteria of selection, such as academic achievements and personal qualities, for entry to pre-service teacher education programs, both for school leavers and persons of mature age. This section, therefore, is concerned mainly with the question of initial selection of pre-service students. However, further opportunities for selection will occur and should be taken at various stages subsequent to entry to pre-service programs. The question of selection during the course is specifically mentioned below, and in a concluding note, some general remarks are made about selection in a wider context.

8.3 In relation to selection, the basic issue raised by the Terms of Reference is whether the customary reliance on academic criteria - that is Higher School Certificate or equivalent aggregate marks - at the point of entry is consistent with the objective of producing effective beginning teachers by the end of the program. The reference to the use of personal qualities as selection criteria raises a number of related issues:

- whether entrants' personal qualities are demonstrably related to their future teaching effectiveness;
- whether the personal qualities concerned are susceptible to development during the course;
- whether these qualities can be reliably measured and selection standards specified for them; and
- whether the use of these measures to depart from selection procedures based strictly on academic merit is socially acceptable.

Present Situation

8.4 The selection of students into teacher education, as into other courses, is the responsibility of tertiary institutions.

Universities in Australia have always taken this responsibility and colleges of advanced education have exercised it since they became autonomous institutions. Moreover, with the abolition or phasing out of their scholarship schemes, employing authorities nowadays have little direct influence on initial selection. Given this situation, and the movement to base student intake numbers more closely on teacher manpower projections, a large measure of responsibility for what is ultimately a professional decision - that is, who will teach - is tending to shift to the academic institutions. However, it is still possible at present to distinguish between selection for training and selection for employment, and it is important that this distinction be recognised.

8.5 In most cases, institutions in both the university and advanced education sectors continue to rely heavily or exclusively on academic criteria when offering places to recent school leavers. Joint admission service centres operate for teacher education programs, as for tertiary programs generally, in most States. In some States, especially those without non-government colleges, these centres provide the only avenue of access to pre-service programs. In other States, separate arrangements exist for admission to Catholic colleges and there may also be provisions for direct access to some institutions. New South Wales presents another variation, with one joint admission authority - the Universities and Colleges Admission Centre - serving a mixed clientele, consisting of the metropolitan universities; practically all of the government colleges and one non-government college; the remaining institutions operate their own direct access programs. In Tasmania, entry to pre-service programs is still largely associated with the award of teacher training scholarships; this involves close co-operation between institutions and the Tasmanian Department of Education.

8.6 In all States, the principal measure of academic ability used in the selection of school leavers for entry to tertiary education is the Higher School Certificate, or equivalent, aggregate mark. Where they are systematically provided, additional assessments or estimates - for example, of English language competence as in the Australian Capital Territory system, or of potential for tertiary study - may also be taken into account. In the case of mature age candidates, special measures - the Australian Scholastic Aptitude Test (ASAT), for example - may be used.

8.7 Institutions are under severe time pressures in distributing offers and, ultimately, places to applicants. In selecting from among school leaver applicants, very few of the large institutions interpose their own additional measures between the release of Higher School Certificate results and the offer of places. However, institutions in this category may have early entry and special entry schemes which require more individualised approaches to selection. Some smaller government colleges and most non-government colleges conduct interviews, administer entrance tests or seek referees' reports for all candidates, besides considering the Higher School Certificate results of school leaver candidates.

8.8 From their survey of selection policies and practices in teacher education in Australia in 1978, Rawlinson and Burnard[1] found that interviews were used in connection with half of the programs in early childhood teacher education, and that provision was made for interviewing in almost half of the primary programs, although only the Catholic colleges and the Tasmanian College of Advanced Education actually used interviews regularly and for all candidates. In the secondary area, interviews were used only by programs in the expressive arts area. However, for all program types, interviews were the single most frequently used criterion for mature age candidates.

Submissions and Evidence Relating to the Issues

8.9 A large number of submissions canvassed the issue of the use of personal criteria in the initial selection process. Submissions from teachers, parents and community groups tended to favour the use of such criteria, particularly in the selection of school leaver candidates. From these and other sources, over twenty-five different qualities felt to be desirable in persons aspiring to be teachers were suggested to the Committee (for example: patience, commitment, maturity). However, few submissions went on to consider the feasibility and the implications of actually measuring these qualities and of developing selection standards for them. Other submissions - usually from institutions - argued against assessment of personal qualities, maintaining that research evidence was lacking for their use as criteria, and that the qualities typically mentioned are at a fluid stage of development among school leavers especially and are susceptible to further development during the training period.

8.10 Institutions referred to their own special procedures and criteria for selecting mature age students and generally reported satisfaction with the performance of these students. Mature age entry accounted for a median of 14% of the total entry to pre-service teacher education in twenty-four institutions in 1978; for individual institutions the range was from 1% to 67%.[2] A number of submissions claimed that older applicants for teacher training and younger students who had deferred entry were more likely to have acquired some of the personal qualities desirable in a teacher (for example, maturity and commitment), and that their wider experience of life would be beneficial in their work as teachers.

8.11 Substantial research evidence is available, from both Australian and overseas studies, on the issue of selection for entry to tertiary education generally. There is other evidence, less substantial and little of it obtained in the Australian context, that deals specifically with the issue of selection for entry into pre-service teacher education. The Committee looked first to these sources to establish what is reliably known about the efficacy of different methods of selection.

8.12 Concerning selection for entry to tertiary education generally, the evidence is consistent that, for school leavers, the single measure most highly correlated with academic performance at tertiary level is the aggregate mark obtained in the Higher School Certificate or its equivalent. That conclusion is supported by recent reviews of Australian and other research on selection for tertiary entry.[3] The reviews also indicate that, while aggregate marks yield the best single prediction, their absolute predictive validity is low; typically they account for less than half of the variance in the tertiary performance of school leavers, and they are especially weak predictors with students admitted near the cut-off level for entry. These findings hold both for marks obtained in external examination and for marks awarded on the basis of school assessment. Moreover, the addition of other selection measures and criteria does little to improve the overall level of prediction of academic performance, and their use seems unlikely to be cost effective for this purpose except perhaps in the case of borderline candidates.

8.13 With mature age candidates for tertiary entry, less systematic research has been undertaken into selection factors. The evidence so far available suggests that measures of scholastic aptitude - such as the Australian Scholastic Aptitude Test (ASAT) - have a small but positive contribution to make towards predicting the academic performance of such students. Other measures used in the many small studies of mature age tertiary entrants have varied considerably; consequently, findings based on these measures have not yet begun to crystallise.

8.14 If the focus is shifted to teacher education, but the concern is still with predicting academic success, then the same findings apply; that is, academic performance as such is best predicted by recent measures of academic ability or aptitude. This is not to deny the evidence that students who successfully complete courses of teacher education and those who, for any reason, do not complete, are basically indistinguishable in terms of academic ability levels at the point of entry;[4] indeed, wastage may be higher among the more able students.[5]

8.15 When the question is that of predicting teaching ability or effectiveness, the research evidence is much less substantial and clear cut. There have been no large-scale Australian studies of this question, but the evidence from major overseas studies[6] suggests that later teaching effectiveness is quite tenuously related to initial selection criteria, even when the latter include test and interview measures of personality and motivation, as well as measures of academic ability. In the Australian context, it has been observed that year 12 marks are poor predictors of teaching ability, but that there is nothing better to go on - the interview is much worse and society demands an objective measure when tertiary places are in short supply[7].

8.16 From their survey of the research literature dealing with the predictive validity of interviews, Rawlinson and Burnard concluded that interview criteria show a small but positive relationship with a range of academic and professional achievement measures in teacher education.[8] However, it was noticeable that the validity was higher in the case of on-course diagnostic interviews than it was for pre-course selection interviews.

Discussion, Positions and Recommendations

8.17 The Committee interprets the research evidence on the relationship between selection criteria and later teaching effectiveness as indicating two things: first, that measures of learning ability and measures of teaching ability, taken four or more years later have little in common; and second, that measures of personal qualities, taken at the outset of a lengthy period of education in which substantial personal development is possible, are also unlikely to be very closely related to measures of later teaching effectiveness.

8.18 Despite the absence of research validating the use of personal criteria in initial selection, some individuals and groups in discussion with the Committee pressed strongly the importance of such criteria. The Committee has noted that the University of Newcastle's medical faculty is taking non-academic factors into account in selecting one half of its intake of medical students. No evaluation of the approach is yet available, nor could any be expected for some time yet. However, the approach is firmly grounded in course and professional objectives, and the personal qualities assessed, using interview and test measures, include creativity, flexibility and self-reliance. The Committee is not aware of any comparable innovation in selection for teacher education in Australia, but believes that it should be tried in a systematic way as is occurring in Newcastle.

8.19 The teacher education staff survey undertaken for the Inquiry showed that most such staff (87%) would support reference to personal criteria in initial selection, with university staff being more likely to support sole reliance on academic criteria.[9] Consistent with the image it has of the teacher as a person (Chapter 3), who must display a degree of understanding, tolerance, commitment, flexibility and maturity, the Committee lends some support to views stressing the importance of non-academic factors. This is not to deny the problems involved in measuring these factors; some no doubt lend themselves to faking and some may develop rapidly during the period of training.

8.20 There is the further point that most of the evidence so far considered comes from studies which have taken a positivistic approach to selection. In relation to personal criteria, for

example, this approach posits a close correspondence between the ranking of individuals according to their scores in a selection interview or test and their ranking according to measures of teaching effectiveness taken some years later. As suggested in paragraph 8.17 it would be most ambitious to expect a close or precise correspondence in the two sets of scores. Indeed, use of the positivistic selection method in an area such as teacher education seems highly problematical, however valid it may be in other areas.

8.21 The lines of an alternative approach emerge from the conclusion reached by the OECD Directorate for Social Affairs, Manpower and Education in 1979, following its survey of the policies and practices of OECD member countries in selection for entry into the teaching profession.[10] The Directorate concluded that, despite considerable effort, success has not been achieved in devising methods of forecasting which candidates will make good teachers, and that it seems to be much easier to eliminate candidates who are clearly not marked out to be teachers than to identify those who are. This suggests that the emphasis might well shift to negatively oriented selection. That is, there may be certain disqualifying criteria which can be used to ensure that grossly unsuitable people are screened out during initial selection or are counselled out during the pre-service course. These criteria might relate, for example, to the qualities of emotional instability, inflexibility and unfavourable attitudes towards children. These are deep-rooted qualities which do not readily change in late adolescence or adulthood. Their measurement is still likely to be problematic, though they are not so readily simulated.

8.22 On the positive side, consideration must be given to the changes that a course of teacher education can effect in a person. The likely development of personal qualities that may not be in evidence at the point of entry should also be taken into account. Maturity is an obvious example. Others can be taken from the report of the 1978 Review of Teacher Education in Queensland,[11] which suggested that the following personal qualities should be fostered in a teacher:

- sense of responsibility to pupils and parents;
- creativity and flexibility;
- power of discrimination;
- commitment to service and involvement with other people;
- tolerance of and respect for other races, religions and ways of life;
- valuing of diversity; and
- awareness of human dependence on the environment.

8.23 The report saw these qualities as elements in a teacher's professional growth which need to be fostered in pre-service and in in-service education; that is, they should be viewed as developmental criteria, to be separated from selection criteria. As indicated in the preceding paragraph, the Committee believes that the quality of flexibility should be made a selection criterion. The Committee is inclined to regard tolerance in the same way; ignorance can be remedied during training but bigotry should be screened out.

8.24 It is appropriate here to comment briefly on the role of self-selection in teacher education, especially in relation to the concept of negatively oriented selection. Many submissions which stressed the primacy of academic criteria in selection suggested that other criteria lend themselves suitably to the process of self-selection. The Committee accepts that self-selection into or out of teacher education is an appropriate process at all stages, commencing with the decision to consider teaching as a possible career option. Most individuals who are clearly unsuited to be teachers probably do not seek entry to teacher education, but some may. Of these, very few would be screened out with the help of initial selection interviews, since only few institutions use such interviews. The Committee does not regard self-selection as a reliable mechanism once the student has commenced a course of teacher education. There seems to be little evidence that students actually do analyse themselves in an objective fashion. Left to their own devices and if they are making academic progress, it is likely that few will self-select out.

8.25 Given its attitude on self-selection, the Committee sees it as the responsibility of all institutions, especially those that do not screen on personal criteria before entry, to practise a form of negative selection during the course. That is, students who clearly demonstrate their personal unsuitability to be teachers should be counselled to discontinue their teacher education course. The responsibility is an especially clear one in the Australian context, where the award at the end of the course signifies that the recipient is suitable to be a teacher. Even if responsibility for that assessment were to shift to the employer - as would apply in the case of an internship scheme - there would still be a residual responsibility on the institution to counsel clearly unsuitable individuals from pursuing teaching as a career. A corollary to these propositions is that reasonable provisions must exist for transfer to other courses.

8.26 The further positions and recommendations set out below are based on the Committee's acceptance that academic factors remain the most reliable predictors of success in a course of teacher education; that personal qualities are difficult to assess; that the community expects teachers to be academically competent; and, that the prestige of any profession depends to some extent on its ability to attract the academically able.

The Committee also acknowledges, however, that outstanding academic achievement and success in a course of teacher education do not guarantee effectiveness as a teacher. Teacher effectiveness is difficult to measure; clearly, attitude and personality have some part to play in it. A teacher's effectiveness may also vary according to school type, location, year level or category of pupils. It is unlikely that one teacher will be equally effective in all situations. Different types of persons will be needed for different school environments, but some types will be unsuited to teaching in any school environment.

8.27 In the light of its examination of the issues, the Committee recommends that:

R8.1 ENTRANTS, OTHER THAN MATURE AGE AND SPECIAL-ENTRY CANDIDATES, SHOULD MEET SPECIFIED MINIMUM ACADEMIC STANDARDS WHICH SHOULD NOT BE ADJUSTED DOWNWARDS TO MAINTAIN INTAKE NUMBERS. THESE STANDARDS SHOULD INDICATE THAT THE ENTRANT IS IN THE TOP QUARTILE ACADEMICALLY FOR HIS AGE GROUP. WHERE THERE IS AN EXCESS OF APPLICANTS MEETING THESE CRITERIA, FURTHER SELECTION COULD TAKE INTO ACCOUNT SCHOOL REPORTS, REFERENCES PROVIDED BY THE APPLICANT, AND INTERVIEWS OR OTHER TESTING ARRANGED BY THE INSTITUTION.

8.28 There is evidence that academic standards in pre-service teacher education have been adjusted downwards by institutions in recent years to meet their intake targets. Data presented in the Interim Report of the Victorian Enquiry into Teacher Education, showing trends in academic entry standards in that State over the period 1975-76 to 1978-79, indicate 'a disturbing tendency for the intake to teacher education courses to decline in quality while other tertiary courses have maintained a high standard'.[12] The same report shows that the academic ability of students entering primary teacher education courses - measured by their average mark in the Higher School Certificate - has declined conspicuously relative to that of the intake into early childhood or secondary programs. A decline is also apparent in the cut-off scores for admission to teacher education courses in New South Wales and Queensland over the period 1977-1979.[13]

8.29 At the national level, Rawlinson and Burnard's data show that, for 1978 at least, the academic standard of intakes into primary teacher education programs was, in practically all cases and on each of several measures, below that of intakes into pre-school and secondary programs.[14] Further, according to various measures expressing the relationship between first preferences, offers and acceptances, primary teacher education was in particularly low demand by students. It seems likely that this was a reaction to the situation, much publicised at the time, of an acute oversupply of primary teachers. The final section of this chapter discusses the question of manpower planning in teacher education.

8.30 The recent decline in student demand and in academic entry standards is not confined to the area of teacher education. This emerges from the national-level investigation of entry scores to universities and colleges of advanced education undertaken for the Tertiary Education Commission by Professor C.A. Gibb in 1979. The report of the investigation observes that 'most institutions in pursuit of enrolment numbers have been accepting students with lower entry scores'.[15] The report gives specific examples from the university sector, noting that a similar trend is discernible in the advanced education sector. The Committee is aware that there is no simple and absolute answer to the question of what should be the minimum academic standard for entry to tertiary education. The Committee doubts, however, that reducing entry standards is the appropriate direction in which to move, given the incidence of academic failure among students in tertiary institutions in Australia. The Committee also acknowledges that there is a strong temptation for institutions, funded as they are largely on the basis of enrolment numbers, to reduce their entry standards to compensate for any fall off in student demand. For this reason, the Committee would support the initiation of moves to break the close nexus that exists between funding and enrolment levels.

8.31 In recommending that normal entrants to pre-service teacher education courses come from the top quartile academically, the Committee is referring to the total age group and not the top 25% of year 12 students or Higher School Certificate holders. In 1979, the retention rate of secondary students from year 7 through to the completion of year 12 was approximately 35%. The Committee's recommendation implies that only the top two-thirds of year 12 students in 1979 could have been considered as potential entrants to the teaching profession. If the mid-1970s trend in matriculation standards, as shown in the Gibb report, has continued, then the top quartile of the age group is likely to correspond to the proportion now meeting university entrance standards. In effect, then, the Committee is recommending that students entering teacher education at all levels should have university potential. It is likely, from the trends already described, that many students admitted to teacher education courses in recent years would not have met the recommended entry standard. However, the Senate of the State College of Victoria advised this Inquiry that the situation had improved considerably with the 1980 intake of teacher trainees, the cut-off point for primary courses on first round offers in State College of Victoria colleges being higher than the cut-off point for any course at one Victorian university and for all but one course in another university. This suggests that the recommended standard will be attainable. The Committee, however, is concerned not only with the minimum standards but also with the overall distribution of the ability of students entering teacher education. The Committee hopes that increasing numbers of the academically more able students will be attracted into teacher education when prospects of employment as a teacher begin to improve.

8.32 The Committee considered, but decided against, specifying secondary subject prerequisites for entry to teacher education programs. The Interim Report of the Victorian Enquiry into Teacher Education recommended that all normal entrants to teacher education be required to have studied English at Higher School Certificate level. The report of the Parliamentary Select Committee on Education in Queensland[16] recommended that all teachers should have studied English and mathematics to the end of year 12 at least. The present Committee was concerned to find from the Interim Report of the Victorian Enquiry into Teacher Education that 72% of the primary trainee intake in the last three years had taken no mathematics subjects at Higher School Certificate level. This percentage was identical for men and women, suggesting that primary trainees generally come from the humanities stream of secondary studies. The Committee believes that students in the top quartile of academic ability should not be prevented from entering teacher education merely on the basis that they have not taken particular subjects or combinations of subjects at year 12 level. The Committee does see a need to expand the study of mathematics, science and languages in secondary schools. This need is related to technological and social change generally; however, specifying such subjects as prerequisites for entry to teacher education would be an inappropriate and inadequate means of satisfying it.

8.33 The Committee is concerned to ensure that all teachers have the necessary grounding in and confidence about the subjects and skills they are to teach. For primary teachers this will apply to subjects across the curriculum and to pervasive, functional skills in the areas of language and mathematics. It has been strongly proposed to the Inquiry that candidates for entry to pre-service courses should meet specified literacy and numeracy standards. The Committee prefers to place its emphasis on exit rather than entrance standards in these respects and considers that it is a responsibility of teacher education institutions to ensure that graduates of teacher education programs at all levels have reached adequate standards in the areas of language and mathematics. To discharge this responsibility, most institutions will need to conduct their own assessment early in the course and to offer non-credit programs to those students whose standards need improvement. In particular, men and women preparing to become primary school teachers require development in mathematical concepts if they are to teach mathematics competently and confidently.

8.34 The Committee does not wish to specify precise minimum academic entry standards for mature age candidates. Not only is a suitable single measuring device lacking in this case, but a mature age candidate's total profile of experience and revealed ability should be taken into account. Thus, the Committee's position is that mature age candidates should be admitted to courses of teacher education on selection criteria to be determined by the institutions. The question of special entry to courses of teacher education is treated in detail below.

8.35 Concerning personal criteria, the desirability of screening for emotional stability, flexibility, liking for children and, possibly, tolerance has been discussed in paragraphs 8.21 and 8.23. There is no objective basis at this stage - certainly not from Australian research - for specifying the procedures to be used and the particular criterion levels to be applied in assessing these or other personal qualities. To develop such a basis, it is important that evidence of current practices and their effectiveness be made available, and that further experimentation be undertaken. To this end, institutions which include non-academic criteria in the selection process should be encouraged to publish their procedures and standards, and also the initial validation studies from which the criteria and standards were derived. Institutions not using such criteria should be encouraged to arrange for research into the relationship between non-academic qualities and performance both on courses and in subsequent teaching. The point here is that the systematic use of personal criteria in initial selection will reduce variations in the intake and hence limit the scope for further research into those criteria. However, institutions not using such criteria in selection are well placed to conduct the relevant research given the wider range of individual differences represented in their intakes.

8.36 As already noted, one of the principal constraints in initial selection as it applies to school leavers is that there is only a short interval between the end of year 12 and the start of the following academic year. This affects both institutional procedures and self-selection. The report of the Committee of Inquiry into Education and Training recommended that State examining boards and universities should discuss the nature of the information required for efficient selection, the period of time students require for making considered decisions, and the timing of the publication of results and the start of the university teaching term for first year students. The recommendation arose from a concern with the incidence of student failures and withdrawals. The present Committee supports the intent of the recommendation and would wish to see it extended to the advanced education sector. In particular, consideration could be given to the proposal that the first term or semester begin later for first-year students. If this were applied to all institutions it could give rise to more considered and effective selection - both institutional and self-initiated - in teacher education as in other fields of tertiary education. The change needs to be adopted across the board if its objects are to be achieved; piecemeal adoption could significantly distort the situation.

The Total Context of Selection

8.37 Moving beyond the contexts already discussed, selection may be used for quality control in the appointment, retention and promotion of teachers.

8.38 In the selection of new teachers, all State education departments attempt to assess the merits of candidates through consideration of documents and the use of interviews. Academic records, practice teaching assessments, referees' reports, previous experience and personal suitability may all be taken into account. Research suggests that at the pre-service stage the single best indicator of future teaching effectiveness is performance in practice teaching. However, the absolute predictive validity of this measure is low;[17] its principal utility is in identifying potentially very weak teachers.[18] In the United States of America the specially designed National Teachers' Examination appears also to have very limited predictive validity.[19] State education departments in Australia have only recently begun to publish the procedures and standards they apply in selecting teachers; clearly, it is just as important for them to evaluate their approaches to selection as it is for institutions.

8.39 In filling a particular vacancy, the principle of appointing the most suitable applicant for the position is used in all States except New South Wales. There a queuing procedure places suitable applicants in order of the date of their application to join the service, and offers of appointment are made in that order. In all States, however, applicants who have not restricted themselves as to location are the most likely to gain appointments.

8.40 Providing teachers for all government schools in a State is a large task and is centralised. The staffing officers in State education departments try to take into account the information and preferences supplied by applicants and the job descriptions provided by the school, but falling school enrolments or curriculum changes mean that some teachers will be offered placements which do not closely match their interests. In the non-government sector, selection is usually carried out at the school level by the principal who, among other things, looks in candidates for a sympathy with the aims and ethos of the school.

8.41 Most submissions commenting on the matter assumed that teacher selection in government systems would continue to operate centrally. Nevertheless, there were some proposals for regional and for school level approaches, in some cases with, and in other cases without, community involvement. A majority of the Committee sees decentralisation of teacher selection in government systems as a desirable and inevitable development in line with changes in the nature of schools and in the roles of teachers. The main problems in moving towards decentralisation are those of ensuring the consistent application of a policy equitable to all candidates and schools. The Committee notes that decentralised approaches are used in the large Catholic systems in New South Wales and Victoria and that such approaches are developing, although at different rates and in different ways, in some government systems. For example, the South Australian Education Department in 1979 began to shift

the focus in employment decisions to regions and to involve teachers and principals in selection panels. In both South Australia and the Northern Territory, parents are represented on panels concerned with selecting certain categories of principals for government schools. In Victoria, parents, staff and members of the community are involved in the selection of new principals and assistant principals of secondary technical schools. A majority of the Committee believes that, notwithstanding the problems involved and the understandable anxieties of some system staff and of teacher unions, there would be value in determining the feasibility and efficacy of decentralised selection by implementing and evaluating trial schemes, possibly involving local teachers and community members. Consequently, the majority position is taken that pilot programs of decentralised selection of beginning teachers should be developed or furthered at least down to regional level in government systems. The Committee acknowledges that there is as yet no evidence to indicate that decentralised selection is either more or less effective. Assertions in each direction abound, and warrant testing.

8.42 Selection at stages subsequent to initial appointment is clearly a sensitive question. The larger systems all have well codified procedures covering selection at each critical point. The Committee offers no detailed comment on these procedures and their effectiveness. However, the Committee feels bound to record that, in the eyes of many people throughout Australia, both inside and outside the teaching profession, the surest way to improve the quality of teaching and learning in Australian schools is to select out of teaching the small percentage of unsuitable teachers currently in schools. The implication is that some difficult decisions are not presently being made - by supervisors of student teachers, by assessors of probationary teachers, by principals in respect of teachers on their staff, by administrators at other levels and by teachers' unions. Such decisions cannot be compelled, nor can they appropriately be made the subject of a recommendation by a national inquiry. Ultimately, they must be left to the professional judgement and sense of responsibility of the people concerned. The Committee hopes that all involved in making these decisions will be in no doubt that the interests of pupils must come first.

8.43 The Committee also considered the question of national registration of teachers. This was pointed to as a need or as a desirable development by many individuals and by some organisations; it was denied as a need or opposed as a development by just as many individuals and organisations. The Committee believes that at present there is nothing to be achieved by national registration which cannot be achieved at less cost and with less effort by other means. Adequate and reasonably comparable standards of registration apply in those States which have formal registration bodies or procedures, and there are compatible standards concerning the employment of

teachers in the remaining systems. The main practical virtue which its proponents saw in a concept of national registration was that it could lead to increased teacher mobility between States. However, current registration practices are less of an impediment to interstate mobility than is the closed nature of the promotion system in State teaching services and the lack of portability of superannuation. The Australian Education Council has examined the situation but has evidently been unable to remove or reduce these impediments. While these impediments remain, a national registration scheme would be a costly and impotent mechanism for increasing the mobility of the teaching force; once they were removed, such a scheme would probably be seen as unnecessary.

Recruitment Across Various Categories

Task and Issues

8.44 In relation to teacher recruitment, the Committee was asked specifically to consider the provision of study and employment opportunities for both sexes. The importance which many submissions ascribed to other dimensions of recruitment prompted the Committee to consider also the provision of opportunities for students of different socio-economic backgrounds and ethnic origins.

8.45 The basic issue is whether a deliberate attempt should be made to ensure that intakes into teacher education reflect the population at large in terms of ethnicity, sex ratio or socio-economic status. If this is the objective, both the choice and the acceptability of the means of implementation must be considered; for example, should the objective be reached by encouragement, by quotas, by modification of admission standards and/or by special entry provisions? The related issue of financial assistance to students is examined separately below.

Present Situation

8.46 The admission policies of most teacher education institutions do not make distinctions as to sex or socio-economic background; indeed, institutions normally do not collect information on the social origins of their students. Some regional colleges of advanced education, however, do give priority to admitting students from their own area.

8.47 Some institutions make special entry or course provisions for certain categories of students. The State College of Victoria at Toorak and Sydney Teachers College each offers a special course for immigrants of non-English speaking background with overseas teaching qualifications. La Trobe University offers a diploma of education course for overseas trained graduates.

The aim in each case is to orient students to Australian education generally and prepare them for work in Australian schools; intensive work in the English language is a feature of these courses.

8.48 Special courses provided for people of Aboriginal descent fall into two categories: those with a syllabus especially designed for Aboriginal students and those with enclave support systems for Aboriginal students participating in regular pre-service teacher education courses. Programs at Batchelor in the Northern Territory and at the annexe of the North Brisbane College of Advanced Education are examples of the former, and Mt Lawley College of Advanced Education and Adelaide College of the Arts and Education of the latter approach. Yet another approach is the Townsville College of Advanced Education course, a three-semester course for Aboriginal entrants covering the first two semesters of the diploma of teaching. At the end of these two semesters, students join with the regular course students for semesters three to six.

Submissions and Evidence Relating to the Issues

8.49 Observations made to the Committee about the origins or composition of the teaching force referred to three main areas of concern. Firstly, it was suggested that teachers are not sufficiently representative of our multicultural society. They are seen as being overwhelmingly of Anglo-Celtic background and as holding values which may not be shared by their students or by the community in which they teach. Secondly, it was claimed that the predominating recruitment pattern - represented by the cycle of a person leaving school, undertaking a course of teacher education and returning to school as a teacher - is producing a teaching force lacking in wide and enriching life experience. Thirdly, the desirability of a balanced teaching force in terms of men and women was stressed; women were seen as dominating the primary and early childhood areas, while some submissions expressed concern that promotional opportunities are weighted in favour of men.

8.50 Evidence from surveys in the late 1960s and early 1970s tended to confirm for Australia that teaching functioned as a vehicle of upward social mobility.[20] Students entering the teaching profession, especially men, came predominantly from lower middle-class families; recruits to other professions came much more frequently from families of higher socio-economic status. At that time, tuition fees were still charged and teacher training scholarships were the most attractive form of financial assistance available to students. However, evidence from later surveys suggests that even after tuition fees were

abolished and teacher training scholarships were being phased out in favour of the national scheme of means-tested tertiary allowances (TEAS), recruits to the teaching profession continued to come from traditional sources.[21]

8.51 Teacher education has been, and remains, a field in which women students predominate. In 1977, women accounted for 86% of all full-time undergraduate students enrolled in education in the advanced education sector, compared with 40% in other fields of study.[22] In universities, the corresponding figures in 1976 were 62% in education and 40% in other fields.[23]

8.52 This pattern is seen to reflect the preference of women for vocations with a strong human interest and service component, men being more concerned with salary and promotion prospects.[24] The preponderance of women among teacher education students appears to account for the finding that, as a group, prospective teachers are less concerned with social status and material rewards than are students in other professional areas.[25] Further, teacher education students, especially women students, tend to have made their career choice at a much earlier stage - as far back as primary school in many cases - than have students in other fields of tertiary study.[26] Negative reasons for becoming a teacher are found more frequently among late deciders, and therefore among men.[27] There is some evidence to suggest that motivation, at least among entering students, may be changing. Whereas a decade ago, one in five of the teacher education students in universities had wholly negative reasons for entering that field of study - for example, being unable to get into another course - in recent years only one in ten was not in the institution and course of his first choice.[28] The latter figure was rivalled only in the case of medical students. Within the advanced education sector in recent years, teacher education students have fared as well as other students in entering the institution and course of their first choice.[29]

8.53 In the past, evidence also suggested that, during the course of training, the degree of attachment to their chosen profession declined among teacher education students, especially men, while it increased among students in other professions.[30] Comparable evidence from more recent surveys is lacking, though it seems that teacher education students have a comparatively high level of general satisfaction with their institution and their course, and that their major concern at present is with their prospects of gaining employment as teachers.[31]

8.54 As already noted, in 1978 mature age students accounted for a median of 14% of the total entry to pre-service teacher education courses in twenty-four institutions; two years earlier the figure was 10%. In the advanced education sector as a whole, older students are fairly evenly spread

across the different fields of study. In 1977, 64% of teacher education students were below twenty years and 10% were above thirty years; the comparable figures for other fields combined were 61% and 5% respectively.[32] In the university sector, arts and education faculties contain much higher proportions of older students than do other faculties; almost two-fifths of the students enrolled in education in recent years have been over twenty-two years of age.[33]

8.55 Within the advanced education sector again, teacher education in 1977 contained the highest proportion - 20%, compared with 16% in other fields - of students who had a break between school and tertiary education.[34] There is also evidence to suggest that increasing numbers of students may be deferring their entry into pre-service courses of teacher education.[35]

8.56 The picture presented by the surveys is that pre-service teacher education students are generally young, female, Australian born and from lower middle-class families. By the same token, their socio-economic background is more representative of society as a whole than is the case with recruits to other professions.

8.57 Data on the social background of the teaching force itself were obtained from the national survey of teachers undertaken by the Australian College of Education in 1979.[36] With regard to ethnicity, the data showed that 89% of teachers came from homes in which both parents had English as their native language, and that less than 5% of the teachers themselves were born in a non-English speaking country. Thus, the teaching force in 1979 consisted predominantly of people born in Australia, from English speaking families; it did not closely reflect the ethnic composition of the entire Australian society.

8.58 In terms of factors that might be indicative of breadth of experience, the data showed that almost half the teaching force grew up in towns with a population of less than 100 000 or in isolated areas as such. However, more than one-third of the present teaching force has had experience in occupations other than teaching. A further factor is that a little over half of the present teaching force is aged thirty years or less; this represents a 'younging' of the force compared with 1963, when the figure was 47%. However, in the 1960s there was rapid growth, characterised by a substantial infusion each year of new, mainly young teachers and a relatively high turnover of experienced teachers. In the 1960s and early 1970s the number of new teachers recruited each year equalled about 20% to 25% of the teacher workforce in the preceding year. In 1977, new graduates constituted only 10% of the workforce and this proportion is forecast to fall to around 6% in 1984, before rising again.[37] Given the decline in the growth of the teaching force, the reduced annual wastage rate, and the fact that almost 80% of the current force will not reach retirement age before the year 2000, Australia seems destined to experience a significant 'greying' of its teacher force.

8.59 Finally, the 1979 teacher survey clearly confirmed that the early years of schooling are substantially the domain of women teachers. While the overall ratio of men to women in teaching is 43:57 (compared with 48:52 in 1963), it is 32:68 in the primary sector and 2:98 in the pre-school sector. In the secondary area, however, men outnumber women in the ratio 58:42.

Committee Positions and Recommendations

8.60 The demography of the present teaching force and the profile of student intakes are not necessarily at variance with the perception the Committee has of the desirable qualities of teachers as persons or as professionals (see Chapter 3). However, the expectation that teachers, as persons, will have wide understanding of society may seem at odds with the reality of a youthful force, the majority of which is largely inexperienced in other fields.

8.61 It is often suggested that by recruiting persons of mature age or requiring school leavers to defer their entry to teacher education for at least a year, the breadth of experience represented in the teaching force would be increased, and that the pupils would benefit accordingly. It is also argued that entry to teacher education would thereby become more a matter of considered choice and that the incidence of attrition during courses would be reduced.

8.62 The Committee inclines more to the view that any requirement for work experience by school leavers wanting to enter teacher education courses would distinguish them from school leavers training for other professions. Such a requirement would be difficult to justify and to implement while youth unemployment remains high. It may also lead suitable young people to decide against giving up paid employment in order to study for some years in a teacher education course without the guarantee of employment at the conclusion of their studies. The assumption behind proposals to make prior work experience a requirement is that any experience will be useful for the future teacher. There is no real evidence to indicate that this is so, or that it is a criterion uniquely justifiable for teaching among all professions. Chapter 6 suggests how varied experience can be incorporated into pre-service courses; the Committee favours this approach over making experience a prerequisite for entry. It is also relevant that many teacher education students already undertake paid employment during their course.[38]

8.63 The Committee agrees that mature age students bring to their teaching many life experiences which may have a positive effect on children. There is, however, no solid evidence that they make better teachers, and there is a suggestion that they will not necessarily do so.[39] Further, the Committee rejects the criticisms made of younger students and teachers in general.

In fact, it was frequently pointed out to us that new young teachers are better prepared, in some senses, than ever before. They were seen by many people as being more widely educated, more mature than their counterparts in earlier periods, and readier to participate in a range of social, cultural and recreational activities with others in the community.

8.64 Although concerned at the predominance of women teachers in the early years of schooling, the Committee feels that no direct action to change the situation is possible in the short term, other than by attempts to diversify career choices of both men and women within teaching and among professional fields generally. To impose quotas may have unjustifiable implications for the quality of the intake.

8.65 On the other hand, the Committee sees it as desirable to broaden access generally to the teaching profession, since one way of improving the quality of schooling is to enhance its cultural relevance by ensuring that children from each cultural background have sufficient models for educational success. Aboriginal children, and children from other ethnic minority backgrounds, need models with whom they can identify and to whom they can relate; they also need active encouragement and guidance early in their school career if they are to develop a perception of themselves as potential teachers. Such encouragement and guidance are likely to have most effect if they come from teachers of similar background to the children concerned.

8.66 Aboriginal and other ethnic minority group candidates may enter teacher education programs by two paths: normal entry and special entry (including mature age). Teacher education students who are of Aboriginal descent should meet the exit standard normally expected of graduates in the teacher education programs. Special arrangments and support programs may be needed to ensure that such students are not disadvantaged by the unfamiliar situation in which they are studying.

8.67 A physical disability should not necessarily prevent an otherwise qualified person from entering teacher education, and from being appointed as a teacher. Unfortunately, at present, such a disability may prevent the person from joining the employer's superannuation scheme.

8.68 Concerning recruitment to pre-service teacher education, the Committee's basic position is that the mix of students with respect to the attributes of age, sex and ethnic background should be attained through individual recruitment. However, efforts should be made to encourage the entry of people from a wider range of ethnic and social backgrounds, if necessary allowing for special provision in admission (though not in output) standards and providing support while on course. The effort to ensure a broader mix in intakes would come

principally from schools and teacher education institutions, though the community itself will be a most significant resource for counselling and advice. The question of support during the course is taken up below, with particular reference to Aboriginal students.

8.69 Three major dimensions of recruitment have been identified: age, sex and ethnicity. Concerning the first, the Committee's position is that the recruitment of mature age candidates is supported. However, given the present demographic composition of Australia's teaching force, the Committee does not favour any sudden increase in the proportion of mature age entrants. As far as access to programs is concerned, some colleges clearly prefer mature age candidates, and generally speaking, mature age persons seeking a place in a teacher education program should have no difficulty in locating colleges willing to consider them.[40] The Committee notes that access for such candidates could be facilitated by increasing the provision for part-time commencement to courses. However, not all units of pre-service courses are suitable for part-time study. To preserve the integrity of a course, some units need to be studied concurrently or in close sequence and for this purpose periods of full-time study are necessary.

8.70 Concerning the second major dimension, the Committee's position is that encouragement should be given to men to consider teaching in pre-schools and in junior primary years as a suitable career. Women, as well as men, should be encouraged to diversify their career choices by considering fields of professional training other than those to which they traditionally have been attracted. Although there is no conclusive evidence, the Committee believes that young children would benefit in their social and emotional development from interacting with both men and women teachers, and that men are able to teach young children as proficiently as women teachers. The Committee is aware that efforts are being made by systems and schools to discourage stereotyped vocational choices by boys and girls. Even so, the Committee encountered instances in which male trainees and graduates in early childhood teacher education had evidently been discriminated against in obtaining practice placements and teaching appointments. It is clear that a major change in attitude by some employing authorities and principals as well as among teacher education candidates is needed if the involvement of men in the early stages of schooling is to be increased.

8.71 With respect to the third major dimension, ethnicity, the Committee sees a need to improve access to teacher education courses by under-represented groups. Specifically, the Committee recommends that:

R8.2 CONCERTED EFFORTS SHOULD BE MADE BY EDUCATION SYSTEMS IN CO-OPERATION WITH TEACHER EDUCATION INSTITUTIONS TO IDENTIFY SUITABLE ABORIGINAL AND ETHNIC TEACHER AIDES AND INSTRUCTORS IN ETHNIC COMMUNITY SCHOOLS WHO SHOULD BE ASSISTED TO QUALIFY FULLY AS TEACHERS.

Possible routes and forms of assistance are discussed below. One of the principal objectives of the recommended co-operation should be to ensure that there are adequate guarantees of appointment as teachers following successful completion of the course.

8.72 The Aboriginal community desires that many of its people who are both willing and able should gain entry to various professions. Teaching is one of these professions. The Committee endorses the initial target of one thousand trained teachers set by the National Aboriginal Education Committee in its submission. If this target is to be attained from the base number (given in the submission) of 72 trained teachers in 1979, a significant number of Aboriginal people must gain entry to the teacher education institutions. These candidates can only come from eligible secondary students (currently very few in number), mature age entrants and present Aboriginal teaching aides and assistants. Most such candidates require special programs designed to bring them to a point where they can expect to cope successfully with the teacher education program.

8.73 These special programs may have one or more of the following focuses:

- bridging courses which give added tuition in academic studies;
- programs which give tuition and practice in study skills;
- pre-entry instruction on the fundamental approaches of the discipline and subject areas.

8.74 In view of the particular dependence of Aboriginal people on their own communities, it is essential that these special programs be accompanied by community education programs which allow the community to understand the student-teacher role.

8.75 If teacher education institutions accept students under special entry rules, it is their clear responsibility to ensure that socially and academically adequate and culturally appropriate support services are mounted in order to maximise student success in tertiary programs. To assist institutions to plan and develop such services it is recommended that:

R8.3 THE NATIONAL ABORIGINAL EDUCATION COMMITTEE SHOULD EVALUATE THE THREE EXISTING ENCLAVE PROGRAMS WITH A VIEW TO THE IMPROVEMENT OF THE PROGRAMS, IF NECESSARY, AND WITH A VIEW TO DISCUSSING THE FEASIBILITY OF ESTABLISHING FURTHER SUCH PROGRAMS IN THE OTHER STATES.

8.76 It is envisaged that the general approach and the special requirements outlined above should apply to all students in the short term. In the long term, the aim is for Aboriginal students to gain normal entry to the mainstream courses.

8.77 The Committee notes that some Aboriginal students will have previous experiences which could qualify them for exemption from certain elements of the teacher education course, or for advanced standing in a pre-service course. In particular, teacher education institutions should encourage selected Aboriginal people with extensive experience in teaching roles to seek advanced entry to teacher education courses.

8.78 While the particular problems may be different, the Committee feels that a similarly innovative and flexible approach should be taken towards the recruitment and training of teachers from among ethnic aides and instructors in ethnic community schools. In this situation, however, there is the further and more immediate source of supply represented by immigrants and refugees with full teaching qualifications gained in non-English speaking countries. This has been a long acknowledged but little used source. Even where special and lengthy courses have been conducted with the support of employing authorities - as at the State College of Victoria at Toorak, and Sydney Teachers College - to prepare immigrant teachers for work in Australian schools, the teachers have not obtained permanent appointments. In Victoria, the problem was their lack of fluency in the English language; in New South Wales the problem was bound up with the sudden decline in the demand for teachers. The Committee feels that efforts should be redoubled to enable effective use to be made of such a valuable resource and accordingly recommends that:

R8.4 AN INVESTIGATION SHOULD BE MADE BY THE COMMONWEALTH GOVERNMENT OF THE NEED FOR AND VIABILITY OF FURTHER AVENUES WHEREBY IMMIGRANTS AND REFUGEES WITH OVERSEAS TEACHING QUALIFICATIONS CAN ATTAIN THE ENGLISH LANGUAGE SKILLS AND CONVERSION TRAINING NECESSARY TO FIT THEM FOR PERMANENT APPOINTMENT AS TEACHERS IN AUSTRALIAN SCHOOL SYSTEMS.

8.79 Implementation of this recommendation would initially require an assessment of the number of immigrants and refugees with teaching qualifications from non-English speaking countries wishing to enter the teaching force in Australia, and a determination of the number and types of courses required to meet the need. As the nature of the overseas qualifications is likely to vary considerably, courses will have to be flexible enough to cater for individual needs. For reasons already stated, there needs to be a strong emphasis on the development of competence and fluency in the use of English as required in the classroom. There also needs to be a strong probability of appointment as a teacher following successful completion of the course. Both of these aspects should be explored with employers and institutions as part of the investigation.

Financial Assistance

8.80 Because of their significance for recruitment, the Committee decided to consider the forms and levels of financial assistance to students. Until recently, employers offered generous scholarships to attract students into teacher education. Acceptance of the scholarship required the student to enter into an agreement to serve as a teacher for a specified period following graduation. By the same token, the award holder was guaranteed employment on completion of his course.

8.81 Bonded awards are no longer offered by government employers in Australia except in Tasmania. Certain Roman Catholic dioceses in country areas of New South Wales presently offer bonded awards because of the difficulty they have in attracting suitably educated teachers to these areas. Most State governments have also discontinued the allocation of scholarships to teacher education students or are phasing them out. In New South Wales, 770 scholarships were offered in 1980 (compared with 2 852 in 1979), but employment is only guaranteed to the now small number of students who accepted scholarships before 1977. Victoria no longer offers scholarships but guarantees employment to students who are proceeding on scholarships previously granted. Queensland offers bursaries to a limited number of students who have successfully completed the first year of an approved course, and scholarships to some of the students enrolled in the two-year manual arts tradesman entry course at Mt Gravatt College of Advanced Education. The scholarships still offered are generally non-bonded and are not means-tested.

8.82 The main form of financial assistance presently available to teacher education students is the same as that for all other tertiary students, that is, the Tertiary Education Assistance Scheme (TEAS). This is a means-tested scheme operated by the Commonwealth Department of Education. The maximum rate in 1980 for single students is $1 250 (living at home) or $2 075 (living away from home or qualifying as independent students) plus $273 per annum in transferred family allowance payments ($29.25 or $45.15 per week respectively), if the adjusted family income does not exceed $9 400. The rates paid in 1980 are the same as those paid in 1978. In June 1979, 1 846 university students enrolled in education and 13 454 teacher education students at colleges of advanced education were receiving TEAS allowances.

8.83 Some submissions to the Committee argued that an adequate allowance should be paid to all tertiary students. Various suggestions were made on what constitutes an adequate allowance: it should be no less than unemployment benefits; it should not be below the level of the poverty line; it should be tied to the real costs of living. Some submissions considered the current means test applying to TEAS allowances as being too harsh. The particular difficulties faced by country students, by mature age entrants, by students from lower socio-economic groups, and by Aborigines were pointed out.

8.84 Aborigines undertaking post-secondary education, including teacher education, are able, under the Aboriginal Study Grants Scheme, to receive higher payments than are provided by TEAS. Under the Study Grants Scheme, payments have not been increased since 1978 and amount to $57.27 per week for a single student aged eighteen years or more. There is no comparable scheme for other ethnic groups.

8.85 The Committee notes the recent decline in demand for teacher education courses (as for full-time tertiary education generally) from students proceeding directly from school, and queries whether this may be related, among other things, to the current financial assistance available to students. Noting also that the Commonwealth government is investigating the system of financial assistance schemes available to youth, the Committee hopes that any measures taken as a consequence will not have the effect of discouraging young students from entering teacher education courses.

8.86 On the general issue of financial assistance for teacher education students, the Committee recommends that:

R8.5 CURRENT LEVELS OF STUDENT ALLOWANCE UNDER THE TERTIARY EDUCATION ASSISTANCE SCHEME ARE INADEQUATE AND SHOULD BE INCREASED AS A MATTER OF URGENCY AND THEREAFTER BE REVIEWED ON AN ANNUAL BASIS.

8.87 In order to encourage Aboriginal teacher aides and other employed adult Aborigines to embark on full-time studies in preparation for teaching, it will be necessary to provide a financial incentive which has some relationship to their family responsibilities. The Committee therefore recommends that:

R8.6 THE COMMONWEALTH GOVERNMENT SHOULD ESTABLISH A SPECIAL ABORIGINAL STUDENT ASSISTANCE SCHEME AS PART OF THE ABORIGINAL STUDY GRANTS SCHEME TO PROVIDE MATURE AGE TEACHER EDUCATION STUDENTS WITH A BASIC LEVEL OF ASSISTANCE EQUAL AT LEAST TO THE MINIMUM WAGE.

8.88 The Committee believes that a similar scheme should be established for the benefit of ethnic teacher aides, instructors in ethnic community schools, and immigrants and refugees with teaching qualifications gained in non-English speaking countries, who are prepared to embark on courses of study which will qualify them for registration and employment as teachers. The Committee, therefore, recommends that:

R8.7 THE COMMONWEALTH GOVERNMENT SHOULD ESTABLISH A SPECIAL STUDENT ASSISTANCE SCHEME TO PROVIDE MATURE AGE TEACHER EDUCATION STUDENTS FROM NON-ENGLISH SPEAKING BACKGROUNDS WITH A BASIC LEVEL OF ASSISTANCE EQUAL AT LEAST TO THE MINIMUM WAGE.

The Formulation and Management of Manpower Requirements

Task and Issues

8.89 The Terms of Reference asked that the Committee consider the formulation and management of manpower requirements by employing authorities and teacher education institutions. The Committee has interpreted this as being a task concerned essentially with the methodology of manpower planning and with the relationship between quantitative and qualitative objectives, rather than a task requiring it to develop its own detailed numerical projections of teacher supply and demand.

8.90 The main issue therefore is to determine whether detailed manpower planning in this area is feasible, and if so, how it might be managed. A further issue is to consider how closely the responsible authorities should attempt to match the supply of teachers with the demand for them - bearing in mind the cost of preparing a teacher, the amount of time invested by individuals and the desirability of employers having some choice in the appointment of teachers.

Submissions and Other Evidence on Manpower Planning

8.91 Few submissions from the general community touched on manpower planning. Those which did, adverted to the present imbalance in teacher supply and demand and suggested that manpower planning stood in need of considerable improvement. They rarely went beyond such general observations and into more detailed questions of methodology. Other submissions from the community and from the teaching profession argued strongly against more stringent manpower planning in this area. Many such submissions denied that there is a surplus of teachers relative to the real needs of children and schools; they saw the problem as being one of misplaced political priorities. Yet other submissions supported unrestricted intakes into pre-service courses, arguing that teacher education should be recognised as a suitable preparation for a range of occupations or as a form of general education at the tertiary level.

8.92 Some submissions pointed out that the unpredictability of social and economic change was a severe constraint on accurate manpower planning. The increase in teacher retention in recent years, which appears to be associated with the general economic decline, was seen as having a dramatic effect on the demand for new teachers. The difficulty of adjusting quickly and flexibly when the pre-service course is of long duration was seen as another constraint, as well as a reason to retain the end-on arrangement for the education of teachers.

8.93 The Committee is aware of the extensive discussion of the concept and the methodology of manpower planning in the report of the Committee of Inquiry into Education and Training. In the area of teacher education specifically, the 1978 report of the Australian Education Council on teacher supply and demand[41] and the 1979 working paper produced by the Tertiary Education Commission on new graduate supply and demand[42] were important and controversial sources of information on manpower planning at the national level. In order to improve its understanding of developments at State and system levels, the Inquiry directed a series of questions on the methodology and policy of manpower planning to employing authorities.

8.94 From the responses obtained to these questions, it appears that all State departments of education undertake long-term forecasts of teacher supply and demand and update them regularly, besides managing the short-term requirements. The major variables taken into account are: enrolment projections by divisions and year; staffing standards (for example: class sizes, teaching loads, special positions and services, release for in-service and leave); teacher loss rates; and the likely supply of teachers. The annual budget assumes great importance in short-term forecasting.

8.95 In the non-government sector, the Catholic education commissions in New South Wales, Victoria and Queensland attempt projections of enrolments and teacher supply, and the Tasmanian Catholic Office publishes statistics on manpower requirements each year.

8.96 For the communication of projected manpower requirements, the smaller systems rely mainly on indirect and informal methods. Representatives of non-government employers may be members of State planning committees or of college and university liaison committees. State departments of education use various methods of communicating their requirements. In some cases their careers advisers and recruitment officers advise potential recruits of the likely future demand for new teacher graduates. Planning reports may be made available to the teacher education institutions in the State. The Queensland Department of Education produces an information booklet for prospective teachers. The electronic media or local press may also serve as sources of information.

8.97 Most employers are considering betterments in the form of improved pupil-teacher ratios or expanded specialist services. However, staff ceilings and budget restrictions are slowing the implementation of these betterments in the government sector, and some independent employers are unable to contemplate seriously any such improvements because of the costs they would entail. Some State departments pointed out that improved pupil-teacher ratios will come about in any case, if present staff numbers are maintained against falling pupil enrolments. The Committee has noted that reducing the overall pupil-teacher ratio by one would increase the number of teachers required by about 10 000.[43]

8.98 Professor J. Niland's study for the Committee of Inquiry into Education and Training outlined the barriers to reliable manpower planning in all fields.[44] Barriers include the tendency towards credentials creep, which seems to be firmly established as an international trend; the absence of clear-cut policies specifying, for example, future pupil-teacher ratios and immigration levels; the lack of good data bases and evaluative studies; and the unpredictability of key factors such as technological and social change and political developments.

8.99 In listing the factors it saw affecting supply and demand, the Victorian Department of Education illustrated the problems of manpower planning in teacher education. The factors included: assumptions about enrolment growths, future rates of teacher retirement and resignations; teaching loads and class sizes; time release and release for in-service education, study leave, long service and other leave; subjects taught, the allocation of periods to subjects, and specialist subjects; retention rates of secondary pupils and adult re-entry rates; wastage rates among graduating students; geographical mobility of teachers; returning teachers; rates of admission to training institutions; birth rates and immigration rates; effects of decentralisation and political decisions relating to supply. Despite the great complexities involved in manpower planning, all employing authorities saw the necessity for forecasting at the national level and more importantly, as they saw it, at State level.

8.100 The difficulties and complexities involved in teacher manpower planning have been illustrated by other studies in Australia. It has been pointed out that forecasts, even for total demand, are often subject to errors greater than 2% per annum - or 10% in five years - and that this can produce an error of 20% in estimating the number of new jobs likely to be available in future years.[45] It is generally agreed that the teacher wastage rate is one of the most unpredictable elements, yet each 1% decline in the wastage rate nowadays would add nearly 1 800 to the total supply of teachers in Australia. Another supply element difficult to estimate is the effective reserve of unemployed teachers. The 1978 report of the Australian Education Council, referred to above, assumed that the source of supply represented by unemployed teachers would grow at an additive rate. The report of the Inquiry into Education and Training noted, however, that if general unemployment reverts to a level of 3% then at least one-quarter of the excess teacher supply from previous years should be discounted.

8.101 Too little detailed information appears to be available in respect of other factors that can significantly affect the accuracy of manpower estimates. Among such factors, the following have been mentioned specifically: age, sex and qualifications, which each has a bearing on wastage rates; needs related to particular geographic regions and categories

of staff; the movement of teachers to and from long-term leave without pay, involving 10% of all teachers in some States; and, movement into and out of teaching by the 10% of teachers who are employed part-time.[46] It is clearly difficult for national planning to cope with this degree of detail; indeed, it has been suggested that Commonwealth government intervention in teacher manpower is inappropriate as each State constitutes a discrete labour market.[47]

8.102 The general conclusions reached in the research studies are as follows. First, forecasts can only suggest the direction of change;[48] lags in the adjustment of teacher supply and demand will continue, such lags being an endemic feature of any section of the labour market where labour requires some years of formal pre-service preparation.[49] Second, supply and demand interact, with supply being affected by the prevailing situation of demand.[50] Third, shortage and surplus are relative terms, their magnitude depending on the exercise of policy options in education departments and systems.[51] Fourth, the brunt of reduced teacher employment opportunities in the next few years will be borne by those wishing to re-enter teaching; this will particularly affect women.[52]

8.103 The Tertiary Education Commission, in its October 1979 working paper, developed national level projections of the number of new teacher graduates needed for the 1980s.[53] The paper used a long-term policy perspective rather than one based on annual fine tuning. The paper acknowledged that the former policy will produce a shortage or surplus in some individual years, but suggested that greater use of one-year diploma of education courses and more interchangeability between primary and secondary graduates would help to achieve the necessary short-term adjustment. In order that the capacity of institutions is not so depleted in periods of low demand that they cannot respond adequately at times of increasing demand, the paper argued that overall some surplus may need to be tolerated. Moreover, the demand projections in the paper were said to be deliberately on the high side, on the basis that shortages are more serious than surpluses.

8.104 On the basis of assumptions concerning future pupil-teacher ratios, teacher resignation rates and other variables, the paper projected that by 1984 employers would need 40% fewer primary graduates and 30% fewer secondary graduates than were produced in 1978. Primary intakes would increase steadily after 1984, but secondary intakes would continue to decline, and in 1987 would be at about half the figure for 1978. The projections allowed for a surplus of primary graduates in 1982-87 and a shortage of secondary graduates, but when taken together, supply would fairly closely match projected demand.

8.105 States have been asked to apply the paper's basic assumptions and methodology when compiling their own State level projections so that, in revising the paper, the Commission will be able to compare its national projections with the aggregate results from the States.

8.106 The Committee recognises that, besides structural factors, various psychological factors operate in the area of teacher education; thus, a situation of oversupply might rapidly be reversed to one of undersupply. Many students contemplating entry to teacher education are likely to react to public clamour about teacher oversupply by changing their career preferences. Conversely, a flood of demand for places may follow a publicised shortage of teachers.

8.107 The Committee recognises also that an excessive reliance on a purely quantitative approach could give rise to conflict with other objectives. For example, to the extent that a quantitative approach eliminates any opportunity for choice in the appointment of teachers, or necessitates assumptions that teachers are simply interchangeable between different levels, it may be at variance with the objectives of sustaining and improving the quality of teaching.

8.108 Self-selection is a factor relevant to both quantitative and qualitative approaches. For informed self-selection to occur, prospective teacher education students must be aware not only of the likelihood of their future employment as teachers but also of the admission and course requirements of institutions, the demands of the teaching role, and the career opportunities within the profession. If informed self-selection operates prior to entry, the intake to the teaching profession may be drawn from a more committed group of people, resulting in lower wastage during the course. (As indicated in the first section of this chapter, however, the Committee is not convinced of the efficacy of self-selection during the course.)

8.109 A number of different policy options for regulating intake levels to pre-service courses were addressed to the Committee. Briefly, these were:

- closely tailoring intake levels to projected demand for new graduates;
- providing for a moderate oversupply of new graduates;
- leaving intake numbers to the play of market forces; and
- as a development of the point above, promoting teacher education as an important general educational experience.

8.110 In considering where to place its own emphasis, the Committee accepted that wholly reliable manpower predictions covering any substantial period of time are not possible. On the other

hand, if teacher supply is left entirely to market forces there is a danger of undersupply at some future time. However, to permit a situation of gross oversupply to develop would clearly represent a waste of funds that might more effectively be directed to the in-service area of teacher education. Entry is restricted to other professions such as law and medicine, and there seems no reason why all who wish to enrol in teacher education should be allowed to do so. There is the further problem that a situation of substantial oversupply, and consequently of uncertain employment prospects for new graduate teachers, is likely to have a negative effect on the quality of intakes into teacher education; the Committee suspects that this situation contributed significantly to the decline in the academic quality of intakes into teacher education courses in recent years.

8.111 The Committee recognises that greater use of concurrent courses and any general movement towards four-year initial courses for teachers at all levels would entail added difficulties for manpower planning. The requirement for detailed consideration of the differing needs of States, systems, teaching levels and subjects further complicates the planning process. The Committee accepts that:

R8.8 NOTWITHSTANDING THE DIFFICULTIES INVOLVED, MANPOWER PLANNING WILL CONTINUE TO BE APPLIED TO TEACHER EDUCATION; IN THIS CIRCUMSTANCE, THE COMMITTEE PROPOSES THAT FUNDING AUTHORITIES SHOULD AIM TO ACHIEVE A MODERATE OVERSUPPLY, OF THE ORDER OF TEN PER CENT, IN THE OUTPUT FROM PRE-SERVICE COURSES.

The Committee believes that an oversupply of this order would give employers an adequate margin for teacher selection while it should not deter able students from entering courses of teacher education.

8.112 Manpower considerations should also take into account the provision of teachers to meet the needs of students from different minority ethnic groups. In paragraph 8.72, a planning figure is suggested for the supply of Aboriginal teachers. Attainment of this specific target will depend on recruitment at the pre-service stage. In the context of multicultural education generally, the provision of teachers in sufficient numbers to meet the needs of the various bicultural groups will depend on developments at both the pre-service and post-experience stages of teacher education. One immediately effective way of meeting these needs would be to provide adequate assistance for pupils in a bilingual situation, language being an important parameter of multiculturalism. The Committee recommends that:

R8.9 SPECIALIST TEACHERS FOR ENGLISH AS A SECOND LANGUAGE, COMMUNITY LANGUAGES AND BILINGUAL EDUCATION PROGRAMS SHOULD BE TRAINED IN SUFFICIENT NUMBERS TO MEET THE NEEDS OF PUPILS IN SCHOOLS. APPROPRIATE TEACHER EDUCATION PROGRAMS, WHERE THEY DO NOT EXIST, OUGHT TO BE FULLY OPERATIVE BY THE END OF THE 1980S.

The emphasis on appropriate programs is intended to discourage the proliferation of superficial courses and unnecessary duplication of provision. The planning of the programs should take into account community language profiles and should follow consultation with community groups and school systems.

8.113 The Committee is aware that the use of a 10% oversupply target for planning pre-service teacher education intakes will result in a significant reduction, relative to recent years, in pre-service intakes. The reduction would not be as severe as that projected in the Tertiary Education Commission's working paper, and its effect would be dampened by the need to ensure adequate cover for teachers on professional development leave in accordance with Recommendation 4.3. The Committee is also aware that teacher education has been a field of particular attraction to country school leavers and to women. The question has been raised of the alternative opportunities for tertiary education among those who in future will not succeed in entering teacher training. The Committee notes the suggestions made that liberal arts programs should be extended into, or expanded in, the college of advanced education sector, or that there should be developed a general diploma of higher education to be offered in this sector. The Committee refrains from detailed comment on this matter, recognising that the issues involved go well beyond its Terms of Reference. However, the Committee is in no way opposed to developments which would increase tertiary participation rates in Australia to a level more in keeping with that in other OECD countries of comparable economic development. The Committee simply would not want to see pre-service teacher education diverted from its primary function of preparing classroom teachers in order to bring about such increased participation.

8.114 The Committee suggests that five-year projections of the requirements for new graduates in each State and system should be prepared and reviewed at least annually. Because of its overview of tertiary education generally and its role in the allocation of resources for teacher education, the Tertiary Education Commission would seem to be the appropriate body to exercise a monitoring and co-ordinating function at the national level. The Commission should also enter into discussion with the States as to the methodology and assumptions to be used. There will inevitably be variations, from State to State and from system to system, in the particular values to be entered into the calculations. This would apply, for example, to teacher-pupil ratios and teacher wastage rates. Further refinements of the methodology should be developed at State level along the lines indicated in paragraph 8.101. Co-ordination will also be needed at State level to reduce the possibility of different authorities and institutions within the State producing conflicting and confusing statements on teacher demand and on desired intake levels for pre-service teacher education.

8.115 Complementing the production of manpower forecasts, greater efforts should be made to provide adequate information and counselling to potential recruits to teacher education. Responsibility for this would fall principally on school career advisors and counsellors in teacher education institutions. However, employing authorities should make available adequate information on careers in teaching, and institutions should publish adequate information on admission and course requirements. Students will make more enlightened decisions on the basis of improved information. This will lead in turn to reduced wastage during courses and therefore to savings to the whole community.

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26 D.G. Beswick, 'Vocational Aspirations and Socio-Economic Background' in Anderson and others, Regional Colleges; P. Carpenter, 'Becoming a Teacher', Report No. 1 to ERDC, Kelvin Grove CAE, 1976.

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CHAPTER 9

RESEARCH IN TEACHER EDUCATION

9.1 Throughout its deliberations, the Committee took into account the existing knowledge base in teacher education as well as the input received through submissions and the information gathered through the Committee's own program of visits and discussions. An early task of the Secretariat was to prepare a select bibliography of items in the general and research literature on teacher education relevant to the work of the Inquiry. The bibliography was further developed and refined as the work proceeded and it includes all of the published material cited in earlier chapters of this Report. The entire bibliography is not appended to this report but copies of it are available from the Commonwealth Department of Education.

9.2 In addition to consulting published research evidence and other material, the Committee commissioned a small number of research studies to fill gaps in the background information available as well as to answer particular questions. These studies are briefly outlined in Appendix E, and results from them were used by the Committee in formulating its views.

9.3 Among the issues considered by the Committee there were some for which the research evidence was reasonably compelling; for others definitive evidence was lacking or conflicting findings had been reported. In referring to its use of research, the Committee is not suggesting that research results are entirely sufficient bases for decision-making in teacher education. There will always be issues which devolve primarily upon questions of values and preferences rather than on facts and scientific reasoning. The Committee also recognises that research results date quickly in times of rapid change. Nevertheless, it supports the use of a research and development approach to teacher education wherever this is possible, both as a basis for maintaining and improving quality and as a means of reducing ambiguity and uncertainty during periods of rapid change. In Chapter 6, the Committee also proposes that the study of methods of inquiry and research should be included in pre-service courses for teachers at all levels. This should assist in producing teachers able to use research and research findings to develop their teaching.

9.4 After briefly outlining the present structure of research and development in teacher education in Australia, this chapter comments on the state of knowledge in this field and goes on to consider research priorities and avenues for the funding and co-ordination of teacher education research.

9.5 The Committee believes that any identification of relevant themes and procedures of research and development in teacher education should be broadly based. As well as activities of a scientific and scholarly nature which are customarily recognised as research and development, the Committee also acknowledges the following classes of activity:

- the policy, planning and statistical studies undertaken by funding, co-ordinating and employing authorities;
- the program development and curriculum development work undertaken by tertiary institutions and staff, whether or not this work is associated with accreditation procedures;
- monitoring and evaluation studies of a formal and informal nature undertaken at various levels of the education system; and
- major inquiries such as past and present inquiries at national and State levels which can stimulate critical self-appraisal and encourage forward thinking.

9.6 The Committee's notion of research and development also comprehends both pure and applied research, quantitative and qualitative methods, empirical and conceptual studies, and mass survey as well as case-study techniques.

Facilities for Teacher Education Research and Development

Research Performers

9.7 Although precise information is lacking, the greater share of teacher education research and development in Australia is probably carried out within tertiary institutions. Research and development at this level includes work undertaken by higher degree students, by members of the academic staff and by the institution itself in respect of course development, review and evaluation. Clearly, not all of the research and development work relevant to teacher education is carried out within education faculties or schools; to varying degrees, research in teaching content areas, in the basic disciplines contributing to the theory of education and in teaching methodology itself is undertaken elsewhere within the institution. The academic research role, particularly in relation to 'pure' research, traditionally has been associated with universities. In Chapter 7 the Committee makes observations on the need for teacher education staff in colleges of advanced education to engage in applied research. There is some difficulty, however, in sustaining a distinction between pure and applied research in a field as practical as education, and the Committee anticipates that, in the years ahead, the focus on teacher education research and development within colleges of advanced education will not be vastly different from that of the universities.

9.8 State departments of education and other system authorities are important sources of research and development work focusing on schools, teachers and pupils. In relation to teacher education specifically, their research activities are most directly concerned with the induction and in-service phases of teacher development. In their role as employers, they have a particular contribution to make to the evaluation of programs at all stages of teacher development: pre-service, induction and in-service.

9.9 The major statutory authorities in education at the Commonwealth level - the Tertiary Education Commission, the Schools Commission and the Curriculum Development Centre - are each involved in policy and planning studies, and each makes provision for evaluation of its own programs. The Schools Commission has produced a comprehensive statistical profile of Australian schooling,[1] and the Curriculum Development Centre has prepared a discussion paper on the important question of a core curriculum for Australian schools.[2] The Tertiary Education Commission has established an evaluative studies program, and it is possible that relevant aspects of teacher education could be evaluated through this program.

9.10 The two existing State Boards of Teacher Education - in New South Wales and Queensland - have been active in the field of research, particularly in promoting comparative studies, in reviewing the current state of the art and in identifying needs for new program development. The Queensland Board of Teacher Education has begun to finance, on a small scale, research studies undertaken by teacher education staff in colleges of advanced education. The Committee considers that widely representative and expert bodies of these kinds have particularly valuable roles to play in relation to policy research in teacher education. Research is prominent among the functions envisaged for the national and State level advisory bodies in teacher education whose establishment the Committee recommends (in Chapter 7).

9.11 Professional associations in education - including the Australian Association for Research in Education, the Australian College of Education, the South Pacific Association for Teacher Education, special groups such as the Australian Science Education Research Association and the Mathematics Education Research Group of Australia, other subject associations, and teachers' unions - have each contributed to teacher education research and development in Australia. Besides the contributions their members make as research performers, the associations are important channels for the dissemination of research findings through their journals, conferences and seminars.

9.12 Research and development in, or bearing significantly on, teacher education is also undertaken by other bodies. Prominent among these is the Australian Council for Educational Research, which has been, and is currently, associated with

national and international studies of teaching and learning at school level. Other agencies which undertake research into specific aspects of teacher education or studies bearing on it include, for example, the Australian Institute of Multicultural Affairs, the Clearing House on Migration Issues, the Australian Institute of Aboriginal Studies, the National Aboriginal Education Committee and the Institute of Public Affairs.

Major Sources of Financial Support

9.13 No reliable information exists on current annual expenditures on research and development in education, let alone teacher education, in Australia. However, funding programs in the tertiary sector constitute the major sources of financial support for teacher education research and development. Most of this support is indirect, being embedded in the general recurrent grants and in postgraduate award programs. This indirect support has its counterpart at State level in the allocation of staffing and other resources for research, planning and development in school systems and in co-ordinating authorities and advisory boards.

9.14 The most prominent source of direct support for research and development in education generally, and hence in teacher education, is the Education Research and Development Committee (ERDC). Its annual budget of about $1m covers programs in research grants, training and dissemination. It has responsibilities for the co-ordination of research within the Education portfolio of the Commonwealth and it has the capacity to develop collaborative projects at the national level. Most of the empirical research studies cited in this Report have been conducted with the support of ERDC, and some were developed and commissioned by ERDC.

A Framework for Teacher Education Research and Development

9.15 Although not the only or necessarily the most suitable approach, the framework which Stufflebeam and his colleagues developed for the evaluation of programs in the social policy areas can be applied appropriately both to research and to evaluation in teacher education.[3] The framework integrates the aspects of context, input, process and product. The Committee's Report is concerned at different points with each of these aspects and with the relationships between them.

9.16 In relation to context, as the preamble to the Inquiry's Terms of Reference makes clear, teacher education is necessarily embedded in more general issues of teaching and learning in schools. That is one kind of context. Early in the work of the Inquiry itself it became necessary to extend the perspective and to consider the wider context of the social structures and forces that affect the work of schools and teachers. As reported in Chapter 2, this led the Committee to

conduct a conference on social change in an effort to understand the likely characteristics of the Australian society throughout the next two decades.

9.17 The consideration of context is an important prelude, therefore, to comprehensive research, development and evaluation in teacher education. This consideration should be predicated on a thoroughgoing analysis of Australian life, values and social relations and processes. This is not to suggest that all education researchers should be expected to undertake first-line sociological inquiry. It is important that they be aware of the nature and findings of such inquiry and consider the implications of the findings for their own research and development work. Closer to their own professional concern are the schools and their communities, the context in which teachers work. The relevant research questions are concerned with educational aims and expectations, curriculum content and process, home-school relationships, the characteristics and needs of different groups of pupils, staff relationships, and teachers' roles and tasks. Variations between systems, structures and States are further dimensions to be considered.

9.18 Closer still, there is the context of the teacher education institution. Factors needing consideration include institutional structures, the place of teacher education in higher education, expectations and attitudes relating to the role of the institution, the perception of teacher education staff about their role, and variations in the character, status and length of teacher education progams.

9.19 At the level of programs, research and evaluation would explore the elements and the interrelationship of inputs (recruitment and selection of students and staff, allocation of resources); processes (curriculum, student assessment, teaching and learning methods); and products (teaching behaviour, pupil behaviour and ultimately pupil learning). As an evaluation device, the Stufflebeam model seems likely to work best when relationships between closely juxtaposed elements are investigated. Thus, it is reasonable to ask whether selection criteria predict course performance and whether subsequent teaching behaviour varies according to program emphasis and performance in practice teaching. It is a much more difficult and demanding task to relate initial selection or particular programs to pupil learning, given the complexity of the intervening and interactive influences at work. Indeed it is so rigorous a task that very few attempts have been made at longitudinal studies to evaluate pre-service teacher education. Even where the teacher education program is of relatively short duration, as in many in-service programs, there is little evidence that pupil learning is used as a criterion to evaluate programs. Gage distinguishes <u>teacher education research</u>, concerned with teacher education procedures and their relation to teacher behaviour, from <u>teacher effectiveness research</u>, concerned with teacher behaviour and

its relationship to pupil learning.[4] Neither teacher education research nor teacher effectiveness research has been adequate to date, and both need to be strengthened.

9.20 Because of the methodological problems involved - in criterion definition and measurement and in the control of independent variables - progress in teacher education research, as in education research generally, is apt to be incremental rather than sudden. Definitive tests of the relative worth of different theories are likely to be rare, and persuasive evidence of the superiority of particular programs and methods will be difficult to obtain. Moreover, the results of research have to be interpreted within a framework of values, and the existing widespread lack of consensus on values in education increases the complexity of this task. For these and other reasons, teacher education has been said to lack both practical theory and a normative framework.[5] More constructively, the Committee is attracted by the observation that education is analogous to the weather in being a system characterised by uncertainty, and therefore one which is more likely to be understood through close monitoring than through a search for high level generalisations.[6] This is not to suggest an abandonment of the traditional research approach but rather to stress the importance of monitoring the process of teacher education and the impact it has on students and their teaching. The Committee found little evidence of systematic local monitoring and feedback being applied to teacher education at the pre-service, induction and in-service stages. The Committee considers systematic monitoring to be a professional responsibility that should be built into all programs; additional resources for it should not be necessary.

The State of Teacher Education Research and Development

9.21 In terms of the above framework, teacher education research and development in Australia is deficient in most areas. At the broad contextual level there is a lack of critical social inquiry and analysis, and systematic research into educational aims and expectations and school-community relations is a recent phenomenon. The record is little better in relation to investigations of specific groups of educational clients and their needs, and too often the research has failed to distinguish between sub-groups which differ in educationally important ways. There have been infrequent but useful surveys of teachers in demographic terms and of teaching in phenomenological terms, and studies of teacher educators have begun to shed light on their characteristics, self-perceptions and orientations towards teacher education. Some analyses have been made of the organisational aspects of institutions but we are far from an adequate understanding of the culture of institutions, and there has been little empirical study of how institutional processes and values affect teacher education itself.

9.22 At the level of programs there is little published research of a longitudinal character and even less published material relating to evaluation studies of different program types. There has been an appreciable number of small-scale investigations of student and graduate opinion of pre-service courses, but many of these studies are inadequate in their design and analysis and there is not much evidence that the results - however they need to be qualified - have been used to review and to modify programs. Recent national surveys of teacher selection and of beginning teachers have been valuable in illuminating current policies and practices and in providing base-line data for comparison with findings from future surveys, which will be needed to show the scale and effects of changes such as those recommended by this Inquiry.

9.23 In some curriculum areas in teacher education, useful surveys have been made of current practices (for example, in the teaching of language skills and number work) but in other areas there has been a dearth of inquiry (for example, in the preparation of music teachers or career education teachers). In some cases also there appears to be a need for major development work to precede research and further development (for example, in materials for bilingual education programs and transition education programs).

9.24 There has been a helpful concentration of research into the development of practical teaching skills, and, as a good example of the cumulative character of educational research, further research and development work in this area is proceeding as a result of a seminar-based review of the body of previous research.[7] There are few other aspects of teacher education research in Australia which are ready for such meta-analysis.

9.25 The Committee comments, in Chapter 6, on the danger of relying on teacher education curriculum material which is imported from the United Kingdom and the United States of America and which reflects the educational and social context of those countries rather than Australia. The same danger is inherent in the uncritical use of research findings from these countries. Moreover, for certain issues other overseas sources of research literature will be more relevant to our situation. It could be helpful if bilingual and multilingual teacher educators and teachers are encouraged to assist their colleagues to gain access to bodies of research literature from non-English speaking countries.

Priorities for Research and Development in Teacher Education

9.26 In earlier chapters the Committee indicates particular research and evaluation needs. To recapitulate, these cover the conduct and dissemination of research into initial selection; the trial and appraisal of decentralised selection of teachers; the monitoring of developments in induction, in the recruitment

of teachers from minority groups, and in programs for teachers trained overseas; and the evaluation of current enclave programs for Aboriginal students.

9.27 To these, the Committee proposes that the following be added to comprise a list of current priorities:

Contextual Research

- expectations of education held by different groups in the community and by different educational clienteles, with particular reference to the exploration of within-group differences;
- research and evaluation of different forms of community involvement in schools;
- evaluation of new divisional structures in schools and of their implications for teaching and teacher education (for example, middle schools, senior secondary schools, integrated curriculum in the junior secondary years);
- community and professional expectations pertaining to teacher education;
- identification of the criteria of effective teaching, and research into relationships between teacher education and teacher behaviour and between teacher behaviour and student learning;
- documentation and analysis of the changing roles of teachers; and
- evaluation through ethnographic and other studies of new institutional models and structural arrangements in teacher education.

Program Research

- longitudinal studies of the socialisation of teachers, covering the stages of recruitment, preparation and the early years of teaching, with particular reference to the acquisition of professional attitudes and values;
- evaluation of pre-service, induction and in-service programs and studies of the relationships among these phases of teacher development;
- evaluation of the relative effectiveness of various forms of in-service education and of the co-ordination of the in-service endeavour;
- monitoring the responsiveness of teacher education programs to changes in school programs, for example, the core curriculum;

- evaluation of staff development programs for teacher educators;
- appraising methods for the selection, training and utilisation of supervisors of teaching practice;
- in-depth investigation of teacher education needs and practices in particular content areas and dimensions, for example, music, career education, education for a multicultural society;
- research into the effectiveness as teachers of mature age entrants to teacher education programs;
- evaluation of the contribution to the preparation of effective teachers of work experience before and during pre-service teacher education programs;
- evaluation of programs of work experience for teachers;
- evaluation of the contribution to quality teacher education of centres of excellence and centres of in-service specialisation; and
- ethnographic studies of the relationships between teachers and diverse groups of pupils.

9.28 If a significant attack is to be made on these research problems and if the priorities are to be kept under review and emerging research needs identified, some changes will be needed in the financial and structural arrangements for teacher education research and development. The Committee's basic approach to these matters is to recommend against strong central co-ordination and funding from a single source. The Committee sees the broadly representative national advisory body recommended in Chapter 7 as having a significant role to play in research. The advisory body would not itself perform research but it could properly be involved with the setting of research agendas and with the review and dissemination of research findings, attempting to interpret the needs and results of teacher education research in the light of social change. As discussed in Chapter 7, it is envisaged that the advisory body would convene a national assembly on teacher education every three or four years. The assembly should review the state of the art in teacher education and develop suggestions for the research agenda for each following three or four year period, thus ensuring a wide input into research planning. In Chapter 7 it is proposed that the first such assembly might also review the impact of this Inquiry. As a further contribution towards ensuring that research results reach their intended audience, it is proposed that the national advisory body establish a clearing house operation in conjunction with the State level advisory bodies.

9.29 As to the research performing agencies, the Committee sees all present agencies continuing to play a part, and sees the centres of excellence and centres of specialisation whose establishment it recommends (Chapter 7) as important additional resources for sustained research and development in specific fields.

9.30 The Committee considers that some additional financial resources should be provided to ensure that a concerted and sequential research effort can be mounted and sustained. In the Committee's view such resources would most appropriately be provided through the Education Research and Development Committee. The use of this channel would ensure that teacher education research and development remains firmly established in the general context of education research and development. The Education Research and Development Committee has already mounted priority programs in the contextually relevant areas of social and demographic change, multicultural education, and classroom practices. It has supported a considerable number and range of projects in teacher education itself and has taken deliberate steps, using a variety of means, to disseminate the results of the projects to policy makers and practitioners. The Education Research and Development Committee is also well placed to promote and encourage collaborative research efforts involving States, systems and institutions. The additional resources should not be such as to imbalance ERDC's overall program, nor to create a dependence on it as the single funding agency. The resources should enable a number of projects of major scope to be funded annually, and should include provision for staffing to enable professional development and management of the program. Accordingly, the Committee recommends that:

R9.1 THE ANNUAL BUDGET OF THE EDUCATION RESEARCH AND DEVELOPMENT COMMITTEE SHOULD BE INCREASED BY $200 000 TO ENABLE IT TO MOUNT A CO-ORDINATED PROGRAM OF RESEARCH AND DEVELOPMENT IN TEACHER EDUCATION.

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5 B.V. Hill, 'A Critique of Teacher Education in Australia', in Towards a Radical Christian Perspective in Teacher Education, Australian Christian Teacher Fellowship, 1977.

6 G.V. Glass, 'Policy for the Unpredictable (Uncertainty Research and Policy)' Educational Researcher, 8,9, 1979.

7 The seminar material is published together with a commentary in M. Hewitson (ed), Research into Teacher Education: The Practical Teaching Skills, Education Research and Development Committee Report No. 19, AGPS, Canberra, 1979. The Education Research and Development Committee is currently supporting further work on the training of supervisors of teaching practice.

CHAPTER 10

CONCLUSION

10.1 The Terms of Reference given to this Inquiry were extremely wide and extensive. In successive chapters an attempt has been made to deal with each of the Terms of Reference in detail, but the central theme of the Report emphasises lifelong learning by teachers and the strategic role that in-service education has in improving the quality of teaching and, most importantly, the quality of children's learning in Australian schools.

10.2 There is no shortcut to improved education nor, in our pluralistic society, is there any national consensus on what improved education implies. Accordingly, the Report suggests no one single way of improving the quality of teacher education. Rather, through the observations, positions and recommendations contained in the Report, we have developed a package of interrelated proposals which, taken as a whole, will maintain and further improve the quality of the teachers and of the teaching in our schools. Drawing on the relevant research, both national and international, and on the collective knowledge and judgement of Committee members, the Report is presented as a foundation on which can be based future research and discussion in an area in which there has been no previous statement of national aims.

10.3 Although there has been no previous statement of national aims, the Committee nevertheless worked under a number of constraints, many of them reflected in the Terms of Reference. Education is constitutionally a matter for the States, and there are differing educational systems within and throughout the States, yet schooling is compulsory in some form or other for certain age groups. There are also many influential organisations and pressure groups with an established position on any educational issue. All these considerations and points of view had to be taken into account as well as the attitude of the average citizen towards public expenditure to be met out of taxation of any kind.

10.4 In terms of cost implications, the Committee's recommendations can be divided into five categories:

- no additional costs involved;
- minor additional expenditure;
- major additional costs;
- possible savings; and
- recommendations affecting tertiary education generally.

The following section gives a first-order approximation of the costs entailed in the Committee's recommendations. Clearly, the various authorities concerned with implementing the recommendations will develop more detailed estimates.

10.5 Roughly half of the Committee's thirty-eight recommendations could be implemented without necessarily incurring additional expenditure.* Although these recommendations are not discussed in any detail here, their effective implementation would depend on there being general acceptance that priorities should be rearranged in accordance with them. There may also be a need for change in particular attitudes and structures which could otherwise act as constraints. With no cost factors to impede the process, it should be possible to begin immediately to implement recommendations in this category, although in some cases implementation will need to be preceded by development work.

10.6 A further group of recommendations could be implemented with relatively minor additional expenditure. These recommendations are as follows:

- R4.1 - in-service for pre-school teachers;
- R4.6 - centres of specialisation in in-service education;
- R7.2 - national and State advisory bodies in teacher education;
- R7.6 - higher degree provisions and chair in early childhood education;
- R7.7 - centres of excellence in teacher education;
- R7.8 - staff development programs for teacher educators in the areas of Aboriginal, multicultural and special education;
- R8.9 - development of initial and post-experience courses in the areas of English as a second language, community languages and bilingual education; and
- R9.1 - funding of research in teacher education.

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* These are the recommendations numbered as follows:

R2.1, R2.2, R2.3
R4.5
R5.1, R5.2, R5.3
R6.1, R6.2, R6.3, R6.4, R6.5, R6.7
R7.1, R7.3, R7.4
R8.1, R8.2, R8.3, R8.4

It would seem possible to implement this set of recommendations for an additional outlay of from $5m to $10m annually in recurrent costs. All are intended for early implementation, and even where additional capital or other establishment costs would be involved it seems likely that expenditure in any one year would be contained within the total of $10m.

10.7 The recommendations which entail major additional costs warrant individual comment. These recommendations are as follows:

- R4.3 - regular development leave for teachers;
- R4.4 - funding of non-award courses in teacher education institutions;
- R6.8 - the majority recommendation for four-years initial training for all teachers;
- 8.6 - student assistance provisions for mature age Aboriginal teacher education students;
- 8.7 - student assistance provisions for mature age teacher education students of non-English speaking background.

10.8 The proposal for regular developmental leave for teachers (R4.3) is potentially the costliest recommendation, although the total costs and the rate of build-up of costs will depend on the approach taken by systems towards implementation of the leave and replacement provisions. As several different approaches are possible, and likely to develop, the Committee is unable to give precise estimates, particularly of the cost build-up over time. In theory, a provision for one term's leave after twenty-one terms of teaching would imply that 5% of the teaching force would be on developmental leave at any one time. When account is taken of teacher wastage during the first seven years of service and of the possibility that some eligible teachers will not proceed on leave, it is likely that between 3% and 4% of teachers - that is, roughly between 5 500 and 7 000 teachers - will be absent at any one time. Over a calendar year, therefore, between 16 500 and 21 000 teachers could be involved.

10.9 Systems will need to engage replacement teachers at the same rate or make appropriate adjustments to their overall staffing formulae. In either case there would be a 'permanent' annual addition to Australia's teacher manpower capacity, an addition in the range of 5 500 to 7 000 teacher-years. With the annual salary bill for teachers in Australia currently in the region of $2 500m, the annual replacement cost would be likely to range between $75m and $100m in the steady state situation. As discussed in Chapter 4, the Committee would see this recommendation being implemented progressively during the 1980s.

10.10 There would be additional cost implications also for tertiary institutions, given the probability that many teachers would use their development leave to undertake studies at these institutions. It is difficult to estimate with any precision the numbers and the costs likely to be involved, as the increased activity in this area of teacher development might well be largely offset by a reduction in the numbers taking part-time award courses in colleges and universities. Some net additional costs could be expected, however, and these would accumulate at a rate of approximately $4 000 per equivalent full-time student (at December 1978 prices).[1]

10.11 Recommendation R4.4, proposing additional funding for non-award courses, would add an estimated $10m annually to the costs of teacher education in tertiary institutions. At the request of the Commonwealth Government, the Tertiary Education Commission is currently considering the general question of non-award courses for the professions, following observations made on this issue in the report of the Committee of Inquiry into Education and Training. We look forward to seeing our own recommendation on this matter implemented in the 1982-4 triennium.

10.12 The majority recommendation R6.8, proposing that four-year courses of initial preparation be phased in during the 1980s, would, when fully implemented, add about $25m to the annual recurrent costs of teacher education in tertiary institutions. The estimate is based on application of an annual per capita cost of $4 000 (December 1978 prices) to an additional six to seven thousand students, given that for the late 1980s the Tertiary Education Commission has estimated that a little over 21 000 students will be enrolled in three-year courses. As the latter figure represents a substantial reduction on present enrolment levels, the costs of pre-service teacher education following implementation of recommendation R6.8 may turn out to be little different from present costs. Some offsetting savings may accrue from a reduction in the numbers who would later have proceeded to do upgrading courses. On the other hand, an overall increase in upgrading course enrolments may eventuate if the four-year degree course becomes accepted as the new standard for the basic qualification. Those employers who currently differentiate for salary purposes between three and four-year trained teachers would also face additional costs as a function of the increase in the number of teachers qualified - or qualifying sooner - at the four-year level. It is difficult to estimate the net effect of such factors. The Committee notes that, in phasing in the recommendation, a hiatus of one year in the supply of newly graduated teachers for primary schools and pre-schools should be avoided.

10.13 Recommendations R8.6 and R8.7 propose the introduction of special student assistance provisions for mature age teacher education students of Aboriginal and non-English speaking background respectively. The costs are difficult to calculate in view of uncertainty about the numbers of such students who will be enrolled although a large number of mature age Aboriginal students would need to be enrolled if the target of 1 000 Aboriginal teachers is to be attained in reasonable time. With the recommended basic allowance level equal at least to the minimum wage, it is possible that these provisions could cost an additional $10m annually. The Committee looks forward to the earliest possible implementation of these two recommendations.

10.14 Two of the Committee's recommendations would seemingly result in savings from current outlays in teacher education. Savings - from the $30m annually expended at present on replacing teachers attending in-service courses during school time - could eventually result from implementation of recommendation R4.2. Savings could also result if the recommended negotiations between interested parties succeed in ending payments to supervising teachers, (R6.6 refers). These payments currently amount to approximately $10m annually, but the potential savings would have to be offset against any additional costs arising from variations in staffing formulae to accommodate the supervisory role.

10.15 Finally, there are recommendations which relate to teacher education as part of tertiary education generally. They therefore have implications well beyond the scope of this Inquiry. These recommendations refer to the establishment, in all colleges of advanced education as well as universities, of units concerned with the improvement of tertiary teaching (R7.5); the review of levels of assistance under the Tertiary Education Assistance Scheme (R8.5); and the acceptance of a 10% oversupply in the output from pre-service courses (R8.8). It is self-evident that the first two of these three recommendations would affect the cost of tertiary education generally and not merely of teacher education alone, although in each case implementation of the recommendation would assist in improving the quality of teacher education. Recommendation R8.8 leads in the direction of an increase in student numbers in pre-service teacher education - relative, that is, to more stringent manpower controls. However, this would generate additional expenditure only to the extent that it increased total enrolments in tertiary education or increased the proportion of enrolments in more expensive fields of tertiary education. Neither of these possibilities can be estimated with any degree of precision.

10.16 In summary, by the end of the 1980s, by which time the Committee would hope that all of its recommendations have been fully implemented, the additional costs incurred on teacher education and development as a result of full implementation could be in the range from $130m to $155m annually, against which would be offset possible savings in the region of $30m annually. There may be further costs which, as we have stated, are presently difficult to estimate. It is important to note that, apart from the recommendations contained in this Report, changes may also be experienced in the costs associated with ongoing programs in teacher education. It has already been observed that the likely cost increases associated with requiring four years of initial preparation for all teachers may be offset by the projected reduction in intake numbers. In general, it is likely that enrolment levels, both in pre-service and post-experience award courses in teacher education, will be subject to considerable changes, probably in opposite directions. The Committee is unable, therefore, to project in any detail how the overall cost of teacher education in 1990 would compare with current costs.

10.17 As all sectors of the Australian education system, and both Commonwealth and State governments as well as non-government authorities, would be affected financially by its recommendations, the Committee would see it as necessary and desirable that the financial burden of the recommendations be rationalised as far as possible among the authorities concerned.

10.18 The Committee recognises that most of its recommendations must be implemented in institutions where various constraints exist. Only in a few cases are teacher education facilities organised in isolation; normally they must compete for a share of scarce resources with other equally well established demands, and that in an environment whose traditions may be in conflict with pressures for change. Education as a whole is a conservative as well as creative process, so it is inevitable that change is frequently opposed and is sometimes fully achieved only over an extended period of time.

10.19 The recommendations in the Report are directed at many different organisations and instrumentalities. In the introduction we stressed the assistance and co-operation we received throughout the length and breadth of the nation from the State departments, from the Catholic and Independent systems, from the teacher education institutions and from a great many concerned citizens. It is our conviction that the very process of collecting information, preparing submissions and meeting in discussion with members of the Inquiry has in itself been most valuable to those concerned with educational outcomes. One of our main hopes is that this Report, although not definitive in all of its conclusions, may nevertheless provide a basis for widespread and informed discussion on teacher education.

10.20 It is in order to ensure this continued discussion that the Committee has recommended the establishment of a national advisory body on teacher education supported by State-wide and other advisory groups. We see as the first and major task of this body the monitoring of the effects of this Report and the discussion it may engender.

10.21 Education is a never-ending process; inevitably it changes from generation to generation. Australia has been well served by its teachers in the past: we hope that our proposals will ensure their adaptability to a changing future.

End Notes and References

1 Per capita rate given in G. Burkhardt, 'Planning Teacher Supply: An Accountability Issue', Paper for the Sixth Annual Conference of the Australian Council for Educational Administration, Perth, August 1979.

APPENDIX A

This Appendix contains an alphabetical list of submissions received by the Inquiry and is presented in two parts: submissions from Commonwealth and State government departments and authorities; and other submissions. Two anonymous submissions were also received.

Some submissions listed remain confidential. Those submissions whose authors have not requested confidentiality will be available for public perusal at the National Library of Australia.

Submissions from Commonwealth and State Government Departments and Authorities

Commonwealth Government Departments and Authorities

Australia Council, Crafts Board
Australia Council, National Education and the Arts Liaison Committee
Australian Capital Territory Schools Authority, Pre-school Section
Australian Capital Territory Schools Authority, Schools Office
Australian Capital Territory Schools Authority, Special Education Branch
Australian Council for the Rehabilitation of the Disabled
Commissioner for Community Relations
Curriculum Development Centre
Department of Aboriginal Affairs
Department of Education
Department of Home Affairs, Sport and Recreation Branch
Education Research and Development Committee
National Aboriginal Education Committee
National Advisory Council for the Handicapped
National Committee on English Teaching
Schools Commission-Australia Council - South Australian Steering Committee, Study of Education and the Arts
Schools Commission (Discussion Paper - Issues in Teacher Education)

State Government Departments and Authorities

New South Wales

Board of Teacher Education
Department of Education
Department of Education, Social Development Unit
Department of Education, South Coast Regional Committee
Family and Children's Service Agency

Northern Territory

Northern Territory Liaison Committee (a submission co-ordinated by the Committee on behalf of the Department of Education, the Catholic Education Office and the Commonwealth Teaching Service in the Northern Territory.)

Queensland

Board of Teacher Education

South Australia

Board of Advanced Education
Education Department, Ten Schools Project
Education Department, Women's Adviser

Tasmania

Centre for Continuing Education of Teachers
Department of Education

Victoria

Education Department
Department of Youth, Sport and Recreation
Ministry of Immigration and Ethnic Affairs
State Bicycle Committee
Victorian In-service Education Committee
Western Metropolitan Regional In-service Education Committee

Western Australia

Department of Education

Other Submissions

Aboriginal Community College, SA
Aboriginal Training and Cultural Institute, NSW
Ms A. Ackerman, ACT
Miss H. Adams, ACT
Adelaide College of the Arts and Education, SA
Alexander Mackie College of Advanced Education,
Department of Education, NSW
Ms D. Amos, Ms L. Mark and Ms I. Theunissen, NSW
Ms J. Anderson, ACT
Anglican Board of Education, Diocesan Education Commission, NSW
Applied Linguistics Association of Australia
Armidale College of Advanced Education, NSW
Asian Studies Association of Australia
Association of Coburg Training Schools, Vic.
Association of Independent Schools in Tasmania
Association of Independent Schools, Vic.
Association of Principals of Victorian Technical Institutions

Association of Teachers of English as a Foreign Language, NSW
Australasian Association of Institutes of Inspectors of Schools
Australian Academy of the Humanities
Australian Association for Dance Education
Australian Association for the Teaching of English
Australian Association of Principals of Colleges of Teacher Education
Australian College of Education
Australian College of Education, ACT Chapter
Australian College of Education, SA Chapter
Australian College of Education, Townsville Regional Group, Qld
Australian Capital Territory Council of Parents' and Citizens' Associations Inc.
Australian Computer Society Incorporated
Australian Conference of Principals of Colleges of Advanced Education
Australian Council for Educational Administration
Australian Council of State School Organisations
Australian Counter Disaster College
Australian Federation of Business and Professional Women
Australian Federation of Business and Professional Women's Clubs, Victorian Division
Australian Federation of Family Planning Associations Inc.
Australian Federation of Modern Language Teachers Associations
Australian Federation of SPELD Associations
Australian Federation of University Women
Australian Federation of University Women, Hunter Valley Branch, NSW
Australian Federation of University Women, Vic.
Australian Festival of Light
Australian Fire Protection Association
Australian Greek Welfare Society
Australian High School Principals' Association
Australian Linguistic Society
Australian Remedial Education Association
Australian Society for Music Education and the Association of Music Education Lecturers
Australian Teachers' Federation
Australian Union of Students
Australian Vice-Chancellors' Committee

Mr A. Bain, Vic.
Ballarat College of Advanced Education, Vic.
Mr C. Barnes, Vic.
Ms M. Bearlin, ACT
Dr W. Becker, Dr D. Carnine, Dr L. Carnine, University of Oregon, USA
Bendigo College of Advanced Education, Board of Teacher Education, Vic.
Bicycle Institute of Victoria
Professor A. Blakers, WA
Mr B. Boadle, Vic.
Ms M. Brennan, Vic.
Mr J. Brown, Vic.
Dr L. Brown, NSW

Ms A. Buckley, Ms J. Brent, Ms P. Nielsen, Mr J. Wade
Mr A. Cornish, Mr G. Duncan, ACT
Buddhist Discussion Centre, Vic.
Dr B. Bullivant, Vic.
Burdekin Rural Education Centre, Qld
Dr G. Burke, Vic.
Mr G. Burkhardt, ACT
Burwood State College, Vic.

Mr R. Cahill and Mr V. Evans, NSW
Mrs M. Campbell-Smith and Dr J. Morris, Tas.
Camperdown Primary School, Staff Association, Vic.
Canberra Church of England Girls' Grammar School Staff, ACT
Canberra College of Advanced Education, School of Teacher Education, ACT
Mr L. Canning, Vic.
Mrs A. Capek, Vic.
Ms V. Carnegie, SA
Mr O. Cartledge, ACT
Mr G. Cartwright, NSW
Catholic College of Education, NSW
Catholic Education Commission, NSW
Catholic Education Commission, Qld
Catholic Education Commission, Vic.
Catholic Education Commission, WA
Catholic Teachers College, Sydney, NSW
Dr D. Cavanagh, NSW
Dr E. Cawthron, SA
Central Metropolitan Region High Schools' Principals Council, NSW
Centro Culturale Italiano, ACT
Ms J. Chai and music teachers, ACT
Child Care Certificate Association, NSW
Mr P. Chopra, NSW
Dr L. Claydon, Vic.
Mr A. Clindop, Vic.
Mr J. Coates, ACT
Coburg State College Students, Vic.
Mr G. Cochaud, Oxford University, UK
Commission for Catholic Schools, SA
Community Aid Abroad, WA Branch
Confederation of Western Australia Industry Inc.
Conference of Principals of Australian Schools and Educational Services for the Deaf
Conference of Principals of New South Wales Colleges of Advanced Education
Br P. Connole, New Guinea
Dr F. Coulter, WA
Council of Australian Museum Directors
Creche and Kindergarten Association of Queensland
Mr B. Cupitt, Qld
Mr C. Curtis, Vic.

Darwin Community College, NT
Deakin University, School of Education, Vic.
Mr I. Dinsdale, Vic.
Disadvantaged Country Area Programme, Western Management Committee, NSW
Mrs J. Don, Qld
Doveton Youth Employment Project, Vic.
Rev. Fr J. Doyle, ACT
Dubbo West Primary School Infants Department, NSW
Ms P. Duigan, NSW
Mr J. Duke, Vic.
Miss P. Duval, WA

Dr P. Edwards, Vic.
Dr R. Edwards, ACT
Dr K. E. Eltis, NSW
Esperanto League of Western Australia Inc.
Ethnic Communities Council of the ACT
Professor G. Evans, Qld

Mr K. Fargher, Vic.
Federation of Australian University Staff Associations
Federation for Junior Deaf Education, NSW
Federation of Parents and Citizens Associations of NSW
Federation of Staff Associations of Australian Colleges of Advanced Education
Ms E. Fesl, Vic.
Ms N. Firth, Vic.
Mr B. Fisher, WA
Mr H. Fisher, ACT
Professor N. Fletcher, NSW
Flinders University of South Australia
Professor G.W. Ford, NSW
Mr R. Fysh, Qld

Mr J. Gale, NSW
Gay Task Force, NSW
Mr P. Gilchrist, SA
Dr L. Gillbank, Vic.
Gippsland Institute of Advanced Education, Vic.
Goulburn College of Advanced Education, NSW
Ms A. Graham and Ms F. Wuhrer, NSW
Greek Professionals Association
Greek Progressive Youth of Australia, Vic.
Mr J. Green, WA
Dr A. Gregory, Vic.
Ms D. Grieg, Vic.
Griffith University, Qld
Guild Teachers College Faculty, NSW
Guild Teachers College Limited, NSW

Mrs J. Hall, NSW
Mr J. Hammond, WA
Mr P. Harrison-Mattley, NSW
Hartley College of Advanced Education, SA

Dr B. Haynes, WA
Heads of English Departments in Secondary Schools in NSW
Mr H. Heath, Qld
Mrs J. Henderson, NSW
Dr M. Hewitson, Qld
Dr D. Hickey, NSW
Mrs J. Hodson, NSW
Dr N. Hoffman, WA
Hungarian Institute, Vic.
Hunter Region Home Economics Curriculum Committee, NSW
Dr S. Hunter, WA
Helen Vale Foundation, Vic.

Illawarra Planetarium Society, NSW
Institute of Art Education, Vic.
Institute of Inspectors of Schools of NSW
Institute of Public Affairs, NSW
Institute of Public Affairs, Qld
Isolated Children's Parents' Association, Qld Council
Italian Assistance Association, Vic.

Japanese Language Teachers Association of Victoria
Dr P. Jones, WA
Mr A. Joseph, Vic.
Mr D. Joynt, NSW
Junior Schools Headmasters' Association of Australia,
  Victorian Branch
Mr R. Jeffreys, WA

Mr G. Kennedy, Vic.
Kindergarten Union of New South Wales
Dr R. King, WA
Kooringal High School P & C Association, NSW
Ms D. Kranz, SA
Kuring-gai College of Advanced Education, NSW
Kuring-gai College of Advanced Education, Science Department, NSW

Lady Gowrie Child Centre, Hobart, Tas.
La Trobe University, Vic.
Mr T. Lee, Vic.
Mrs J. Lehane, Qld
Library Association of Australia, Schools Section,
  Victorian Division
Library Association of Australia, School Libraries Section
Rev. Fr J. Littleton, ACT
Liverpool Regional Primary Principals' Council, NSW
Dr A. Lucas, SA
Ludmilla Primary School, NT
Ms M. Luxford, NSW
Ms D. Lyon, Vic.

McAuley College, Qld
Mr N. McDonald, Vic.
Ms E. McKay, Tas.
Mr J. McQualter, NSW

Macquarie University, Committee on the Teacher Education Program, NSW
Macquarie University, School of Education, NSW
Dr E. Magnusson, NSW
Mr A. Mallise, NSW
Maltese Community Council of Victoria
Ms K. Margalit, Vic.
Ms L. Marnier, SA
Mathematical Association of WA
Mr P. W. Matthews, NSW
Mawson Primary School, ACT
Rev. R. Mayer, SA
Mrs J. Meehan, Qld
Melbourne State College Council, Vic.
Melbourne State College, Education Faculty, Vic.
Melbourne University, Department of Human Movement Studies, Vic.
Professor G. Meredith, NSW
Mr R. Miller, Vic.
Milperra College of Advanced Education, NSW
Mitchell College of Advanced Education, NSW
Modern Language Teachers' Association of Qld
Modern Language Teachers' Association, SA
Monash University, Faculty of Education, Vic.
Ms H. Moore, Vic.
Mount Lawley College of Advanced Education, Department of Mathematics and Science, WA
Mount Lawley College of Advanced Education, WA
Mount Saint Mary College of Education, NSW
Dr W. Mulford, ACT
Murdoch University, Academic Staff Association, WA
Murdoch University, School of Education, WA
Murdoch University, School of Education Students, WA
Mr B. Murray, NSW
Ms J. Murray, Vic.
Mr S. Mysliwy, Qld

National Conference of Principals of Catholic Colleges of Advanced Education
National Council of Independent Schools
Nedlands College of Advanced Education, WA
Mr B. Nettleton, Vic.
New South Wales Montessori Association
New South Wales State Conservatorium of Music
New South Wales Teachers' Federation Lecturers' Association, Goulburn Branch
New South Wales Teachers' Federation
Newcastle College of Advanced Education, Academic Board, NSW
Newcastle College of Advanced Education, Physical Education Staff, NSW
Mr C. Nicole, Vic.
Ms A. Nugent, ACT
Nursery Schools Teachers College, NSW

Mr P. O'Brien, Vic.
Mr G. O'Callaghan, Vic.
Orff Schulwerk Association, NSW
Orange Agricultural College, NSW

Dr D. Parsons, NSW
Philosophy of Education Society of Australia
Ms O. Piatkowska, NSW
Mr P. Pickering, Tas.
Dr R. Player, Vic.
Primary Principals' Association, ACT
Primary Principals' Association, SA
Professional Development Centre, Bardon, Qld
Professors of Education in Australian Universities

Queensland Teachers' Union

Ms P. Riley, NSW
Riverina Montessori Group, NSW
Mr J. Rogers, ACT
Royal Australian Chemical Institute, Chemical Education Division
Royal Melbourne Institute of Technology, Technical College, Vic.
Mr P. Ruhen, NT

Saint George Infants' Mistresses Conference, NSW
Salisbury College of Advanced Education, SA
Salisbury Education Centre, SA
Dr J. Sandover, SA
Mr N. Schibeci, Vic.
School Experience Association Melbourne, Vic.
School Library Association in Canberra and District, ACT
Science Teachers Association of Victoria
Mr D. Scott, NSW
Mrs H. Scott, NSW
Dr P. Scott, Vic.
Senior Staff Committee of University Faculties and Departments of Education, NSW
Mr W. Shaw, SA
Ms J. Shilliday, Qld
Signadou College of Education, ACT
Ms N. Singleton, NSW
Mr J. Skinner, NSW
Slow Learning Group of Western Australia Inc.
Mr K. Smith, NSW
South Australian Council for Children's Films and Television Inc.
South Australian High School Principals' Association
South Pacific Association for Teacher Education
Spanish Latin American Welfare Committee, Vic.
Special Learning Difficulties Association, Geraldton District Branch, WA
Mr G. Spencer, NSW
Mrs J. Stafford, Qld
Dr H. Stanton, Tas.

Professor K. Start, Vic.
State College of Victoria
State College of Victoria at Coburg
State College of Victoria at Frankston
State College of Victoria at Hawthorn
State College of Victoria Institute
of Catholic Education Council,
State College of Victoria, Institute of Catholic Education,
Mercy College
State College of Victoria, Institute of Early Childhood
Development
State College of Victoria, Rusden
State College of Victoria, Toorak
State School Teachers' Union of Western Australia
Mr I. Stevenson, NT
Miss C. Stewart, Turkey
Mrs A. Stirk, NSW
Mr D. Stradwick, ACT
Sturt College of Advanced Education, SA
Ms M. Swift, Vic.
Sydney Kindergarten Teachers College, NSW
Sydney Teachers College, NSW
Sydney University, Board of Studies in Education, NSW

Tasmanian Association of Teachers of Italian
Tasmanian College of Advanced Education
Tasmanian Teachers' Federation
Ms H. Tebble, Vic.
Ms J. Tendys, SA
Thebarton Community Centre, SA
Professor R. Tisher, Vic.
Ms D. Todd, Qld
Mr and Mrs Trezise, Vic.

Uniting Church in Australia, Commission for World Mission
University of Adelaide, SA
University of Adelaide, Department of Continuing
Education, SA
University of Adelaide, Education Department, SA
University of Melbourne, Vic.
University of New England, Department of Agricultural Economics
and Business Management Students, NSW
University of New England, Science Faculty, NSW
University of New South Wales
University of Newcastle, Education Department, NSW
University of Tasmania
University of Tasmania, Faculty of Education
University of Western Australia, Board of Studies
in Teacher Education
University of Wollongong, Department of Education, NSW

Mr B. Van, NSW
Mrs J. Vaughan, Vic.
Vice-Chancellors' Conference of NSW
Victoria Institute of Colleges

Victorian Aboriginal Educational Consultative Group
Victorian Adult Literacy Council
Victorian Association for Multicultural Education
Victorian Council of School Organisations
Victorian Federation of State Schools' Parents' Clubs
Victorian High Schools' Principals' Association
Victorian Implementation Committee for Education and the Arts
Victorian Indonesian Language Teachers' Association
Victorian Institute of Educational Administration
Victorian Irrigation Research & Promotion Organisation
Victorian Primary Teachers' Registration Board
Victorian Secondary Teachers' Association
Victorian Teachers' Union

Wagga Wagga Education Centre, NSW
Ms M. Walker, WA
Warrnambool Institute of Advanced Education, Faculty of Education, Vic.
Miss J. Webb, NSW
Mrs I. Weir, NSW
Mr K. Were, SA
Western Australian Association for Drama in Education
Western Australian High School Principals' Association
Western Australian Institute of Technology
West Gippsland and La Trobe Valley Community Education Centre, Vic.
Dr D. Wheeler, NSW
Mr N. L. Wilkinson, NSW
Mr M. William, NSW
Mrs P. Williams, SA
Wollongong Institute of Education, NSW
Women's Action Alliance, National Executive
Women's Electoral Lobby (ACT), Education Action Group
Women's International League for Peace and Freedom
Women's International League for Peace and Freedom, Victorian Branch
Women Who Want to be Women
Mrs R. Wrenford, NSW

Yipirinya School Council, NT
Mr H. Young, Vic.

APPENDIX B

This Appendix lists by State of meeting individuals and representatives of authorities, institutions, and organisations with whom Committee members had discussions in the course of their deliberations.

Australian Capital Territory

Association of Independent Schools of the Australian Capital Territory
Australian Capital Territory High School Principals' Association
Australian Capital Territory Parents' and Citizens' Association
Australian Capital Territory Schools Authority
Australian Capital Territory Schools Authority, Special Education Branch Representatives
Australian High School Principals' Association
Dr H. Brown, then Chairman, and Mr D. Conley, Executive Officer, Australian Council on Awards in Advanced Education
Canberra College of Advanced Education
Canberra Girls' Grammar School Staff
Catholic Education Office
Committee of Inquiry into Technological Change in Australia
Commonwealth Teaching Service
Conference of Principals of Australian Colleges of Advanced Education
Mr R. Dean, Chairman of the Education Committee, Institute of Public Affairs (NSW)
Professors M. Dunkley and W. Walker (on behalf of the New South Wales Vice-Chancellors' Conference)
Ethnic Affairs Council of Australia
Ethnic Communities Council of the ACT
Federation of Staff Associations of Australian Colleges of Advanced Education
Mr P. Hughes, Head, School of Teacher Education, Canberra College of Advanced Education
Independent Schools Staff Association of the ACT
National Advisory Council for the Handicapped
National Catholic Education Commission (Executive Secretary)
O'Connell Education Centre
Phillip College
Primary Principals' Association of the ACT
Signadou College of Education
Territory Committee on Teacher Education

New South Wales

Alexander Mackie College of Advanced Education
Ms D. Amos, Ms L. Mark and Ms I. Theuniasen
Armidale College of Advanced Education
Association of Independent Schools of New South Wales
Association of Teachers of English as a Foreign Language
Australian Reading Association
Board of Teacher Education
Dr L. Brown
Catholic Office of Education
Catholic Teachers College
Chesterhill North Primary School
Cringilla Primary School, Wollongong
Committee to Examine Teacher Education in New South Wales
Conference of Principals of Australian Schools and Educational Services for Deaf Children
Department of Education
Duval High School
Federation for Junior Deaf Education
Mr J. Gale
Guild Teachers College
Higher Education Board
Inner City Education Centre
Joint Education Committee of the Crafts Board of the Australia Council
Kindergarten Union of New South Wales
Professor R. Laura
Macquarie University
Milperra College of Advanced Education
Mitchell College of Advanced Education
Mount Saint Mary College of Education
New South Wales High School Principals' Association
New South Wales Teachers' Federation
Newcastle College of Advanced Education
Newcastle University
Newtown Yugoslav Ethnic School
Orana Education Centre
Professor H. Philp and Dr M. Dunkin
Riverina College of Advanced Education
South Pacific Association for Teacher Education
Summerhill Turkish Ethnic School
Sydney Kindergarten Teachers College
Sydney Teachers College
Sydney University
University of New England
University of New South Wales
Wagga Wagga Teachers Centre
Mrs I. Weir
Wollongong Institute of Education
Wollongong University

Northern Territory

Batchelor Aboriginal Teacher Education Centre
Bathurst Island On Site Teacher Training Program
Catholic Education Office
Darwin Community College
Department of Education
Kormilda College
Ludmilla Primary School Staff
Northern Territory Council of Government School Organisations
Northern Territory High School Principals' Association
Northern Territory Teachers' Federation
Stuart Park Primary School
Territory Committee on Teacher Education

Queensland

Australian Association of Mathematics Teachers
Australian High School Principals' Association, Queensland Representative
Bardon Professional Development Centre
Board of Advanced Education
Board of Teacher Education
Brisbane Kindergarten Teachers College
Capricornia Institute of Advanced Education
Catholic Office of Education
Creche and Kindergarten Association of Queensland
Darling Downs Institute of Advanced Education
Department of Education
Griffith University
James Cook University
Kelvin Grove College of Advanced Education
McAuley College
Modern Language Teachers Association
Mount Gravatt College of Advanced Education
North Brisbane College of Advanced Education
Queensland Association of Teachers in Independent Schools
Queensland Council of Parents' and Citizens' Associations
Queensland Teachers' Union
Queensland University
State Committee on Teacher Education
Toowoomba Education Centre
Townsville College of Advanced Education
W.H. Hooper Education Centre, Brisbane

South Australia

Adelaide College of the Arts and Education
Association of Independent Schools of South Australia
Australian College of Education, South Australian Chapter
Catholic Education Commission

South Australia (cont'd)

Dr E. Cawthron
Education Department
Education Department, Women's Adviser
Federation of Parents' and Friends' Associations of
South Australian Catholic Schools
Flinders University of South Australia
Hartley College of Advanced Education
Ms D. Kranz
Lutheran Teachers College
Salisbury College of Advanced Education
Sturt College of Advanced Education
South Australian Association of State School Organisations
South Australian Enquiry into Teacher Education
South Australian High School Principals' Association
South Australian Staff of Independent Schools
South Australian Steering Committee,
Schools Commission-Australia Council
Study of Education and the Arts
Tertiary Education Authority of South Australia

Tasmania

Association of Heads of Independent Schools in Tasmania
Australian High School Principals' Association,
Tasmanian Representative
Campbell Town District High School
Catholic Office of Education
Mrs M. Campbell-Smith and Dr J. Morris
Centre for Continuing Education of Teachers
Corpus Christi School
Department of Education
Geilston Bay High School
Launceston Matriculation College
Launceston Teachers Centre
Launceston Technical College
Reading Teachers' Committee
Representatives of Launceston Parent Organisations
Rosny College
Southern Teachers Centre
State Working Party on Teacher Education
Tasmanian College of Advanced Education
(Mount Nelson Campus)
Tasmanian College of Advanced Education
(Newnham Campus)
Tasmanian Registered Teachers' Association
Tasmanian Teachers' Federation
Tasmanian Technical College Staff
University of Tasmania
Woodbridge District High School

Victoria

Association of Coburg Training Schools
Association of Independent Schools of Victoria
Australian Association of Institutes of Inspectors of Schools
Ballarat College of Advanced Education Representatives
Bendigo College of Advanced Education
Bendigo Teachers Centre
Burwood State College
Catholic Education Commission of Victoria
Catholic Regional College, Traralgon
Conference of Directors-General of Education
Deakin University
Mrs G. Dow
Geelong Teachers Centre
Gippsland Institute of Advanced Education
Helen Vale Foundation
Huntingdale Technical High School
Italian Assistance Association
Institute of Educational Administration
La Trobe University
Melbourne State College
Melbourne University
Ministry for Immigration and Ethnic Affairs
Monash University
Primary Teachers' Registration Board
Saturday School of Modern Languages
School Experience Association of Melbourne
State College of Victoria
State College of Victoria at Coburg
State College of Victoria at Frankston
State College of Victoria at Hawthorn
State College of Victoria, Institute of Catholic Education
State College of Victoria, Institute of Early Childhood Development
State College of Victoria, Rusden
State College of Victoria, Toorak
Ms M. Swift, Pre-school Officer, City of Prahran
Victoria Institute of Colleges
Victorian Association for Multicultural Education
Victorian Association of Teachers in Independent Schools
Victorian Council of School Organisations
Victorian Enquiry into Teacher Education
Victorian Federation of State Schools' Parents' Clubs
Victorian High School Principals' Association
Victorian In-service Education Committee
Victorian Post-Secondary Education Commission
Victorian Secondary Teachers' Association
Victorian Teachers' Union
Warrnambool Institute of Advanced Education Representatives
Women's International League for Peace and Freedom

Western Australia

Association of Independent Schools of Western Australia
Australian College of Education
Australian High School Principals' Association,
Western Australian Representative
Australian Union of Students
Professor F. Callaway, Head, Department of Music,
University of Western Australia
Catholic Office of Education
Churchlands College of Advanced Education
Claremont Teachers College
Committee of Inquiry into Aspects of Teacher Education
in Western Australia
Council of Australian Museum Directors
Department of Education
Mount Lawley College of Advanced Education
Murdoch University
Nedlands College of Advanced Education
Philosophy of Education Society of Australasia
Small Business Council of Western Australia
State School Teachers' Union of Western Australia
University of Western Australia
Western Australian Council of State School Organisations
Western Australian Family School Project
Western Australian High School Principals' Association
Western Australian Institute of Technology
Western Australian Post-Secondary Education Commission
Western Australian Principals' Committee

APPENDIX C

BASIC ISSUES DOCUMENT

The following questions list issues on which the National Inquiry sought further information and opinion. They do not cover all matters of interest to the Inquiry, and people, authorities and institutions were asked to raise with Committee members other matters in education and teacher education relevant to the Inquiry's Terms of Reference.

1. What is the nature of Australian society and life in Australia today?

2. How will Australian society and life in Australia be likely to change during the rest of this century? Will this be affected by the teachers? If so, how?

3. What are the current objectives for formal education in Australia and what changes should be envisaged for the next twenty-five years? In what distinctive ways do government and non-government schools differ in these regards?

4. What are the roles of teachers in both schools and society? How aware are teachers of the nature of contemporary Australian society and world society?

5. How should a multicultural society affect the nature of teacher education?

6. What do we require of teachers by way of knowledge, skills, understanding, values and philosophical stances?

7. With a view to having good teachers in schools, how should teachers be selected for preparation and employment?

8. What should be the general and vocational balance in teacher education courses and what elements should be common to the preparation of teachers at all levels: pre-school; primary and secondary?

9. Should every student preparing to be a teacher receive as part of his preparation, a grounding in the role of vocational education in a technological society?

10. What should employing authorities and the profession generally expect the training institutions to achieve in the pre-service preparation of teachers, and what should be left to be achieved through induction and in-service training?

11. Should there be induction periods for the new teacher and teachers going into new situations? If so, what forms and time should they take?

12. Should teachers be registered? If so, should the registration be done on a national, State-wide, local or specialist basis, and should it be for a period or for life?

13. How do course accreditation and/or teacher registration policies and practices affect quality control of teachers?

14. What changes need to be effected in teacher development/ in-service education practices? Which institutions, agencies or people should play a role in these practices?

15. What are the factors and forces that facilitate and inhibit teachers in the performance of their educational roles?

16. How can we keep in the classroom the best teachers who wish to stay there?

17. Is there adequate provision of specialised teacher education courses to meet the differing needs of children? What controls should be exercised on the spread of these courses?

18. What relationships should exist among schools, parents and the local community, educational authorities, teacher education institutions and the teaching profession?

19. In what ways should teacher education staff be involved with schools and the community?

20. Is it accepted that maturity and experience outside education systems can be valuable attributes in teachers? If so, should part-time teacher education programs be available to allow older and experienced people to commence preparation as teachers?

21. Should courses in teacher education be diversified, especially to include students preparing to work in other professions?

22. Do you see the conduct of teacher supply and demand studies as having any effects on the recruitment, training and retention of quality teachers?

APPENDIX D

The following paper on the historical development of teacher education in Australia was prepared for the Inquiry by Dr B.K. Hyams, Reader in Education, The Flinders University of South Australia.

The Committee asked Dr Hyams to prepare a brief overview of developments, sketching in the earlier background but concentrating rather more on the period of the last thirty years. The Committee did not ask for a fully researched study. Dr Hyams is now engaged in research for a detailed study of the recent history of teacher education in Australia, with the support of a research grant from the Education Research and Development Committee.

TEACHER EDUCATION IN AUSTRALIA: HISTORICAL DEVELOPMENT

Teacher education in a systematic form commenced in Australia when the government-financed model school in Fort Street Sydney opened its doors in 1850.[1] But the relationship with government was to be more than financial sponsorship; not merely State support, but State domination in provision and control of teacher education, rather than that of private enterprise, was to emerge clearly in the ensuing years. This has been one of the enduring and salient features of the history of teacher education in this country.

Initially some church groups had participated in the operation of modest schemes of teacher training in the East coast settlements. Embryo teachers colleges in the form of model schools emerged at much the same time as the government scheme at Fort Street, and such centres were active in Sydney in the 1860s under the auspices of the Catholic and Church of England authorities. In Melbourne the Church of England had even managed to establish a residential training 'college' along English lines in 1860. The balance between State and church began to shift, however, when successive steps of legislation expanded the control of public education by the State at the expense of religious denominations; the change also affected teacher education in this period. In Victoria the training institution came under the control of a public instrumentality - the Board of Education - while in New South Wales the Fort Street centre predominated as the State controlled school, following the Public Schools Act of 1866. By the time training schools had been established elsewhere - in Adelaide in 1876 and in the other capitals early in the twentieth century - the identification of the State with the bulk of teacher training was taken for granted.

The alternative organisation in the form of an English pattern of major private enterprise combined with government assistance failed to take root in Australia. In part this was due to the absence of any clear hegemony, financial as well as numerical, of any single church group as in England. It was also to become an increasingly remote prospect due to the nineteenth century climate of sectarian rivalry, which in any case culminated in the withdrawal of government financial assistance to any form of church-provided education. The response of the Catholic Church to that withdrawal was to make its own provisions, first with the use of pupil-teachers and then with the development of pupil-teacher centres into residential training colleges.[2] Established in the second half of the nineteenth century, these institutions trained both the lay teachers for Catholic schools and the religious as well. Their operations were restricted to New South Wales, Victoria and Queensland.

Close involvement of the State was to become one of the most notable features for almost all other teacher education; avoidance of costly provision was another. The notion of a residential training school was attractive to educational authorities because of its potential for influencing the social and moral development of recruits to teaching; but it was an expensive means of training. Hence for its very cheapness alone, it was the apprenticeship system of preparation which won great favour with colonial governments. The pupil-teacher system, as it was known, commenced in Australia in 1852, barely four years after its introduction in England by James Kay-Shuttleworth. At the time Kay-Shuttleworth had clearly intended that the apprenticeship period should serve as a preliminary for the training school phase: in Australia it was overwhelmingly used as a substitute for that stage.

In essence the pupil-teacher offered cheap teaching as well as cheap training. Persons as young as thirteen years of age could be recruited and engaged to assist, at a very low level of remuneration, an established teacher who would provide the apprentice with out-of-school- hours instruction and general education. The successful progression through annual examinations (with modest salary increments) would culminate four or five years later in a teacher qualification and appointment to a school. Under such a scheme training was at first rather desultory in whichever colony it was introduced, and the educational standards attained by the apprentices were appallingly low. Gradually, however, the educational authorities tightened control through regulations, and standards rose, especially with the need to respond to the upward thrust of the elementary school curriculum. Hence higher mathematics and foreign languages were added to the syllabus for pupil- teachers. But the system retained many serious weaknesses. Teachers in charge often neglected the training and educational aspects of the apprenticeship and exploited the pupil-teachers with heavy teaching loads and harsh conditions of work in general. Criticisms were fired at the scheme, especially by teachers' organisations, but without bringing it to an end. The insurmountable obstacle to their efforts was the plain fact that poorly paid apprentices provided a cheap means of staffing the schools. Throughout the entirety of the nineteenth century three of the six Australian colonies used the system as their sole means of training teachers; in the other three it far outweighed the training

school method in numerical terms. Its scope may be gauged from the fact that in a single colony the pupil-teachers might at a given time constitute up to one third of the whole teaching force of the government system. In the face of such extensive cost savings, scant attention was paid to the plea that it was undesirable to have school children taught by those who were themselves so young and immature.

Towards the end of the nineteenth century, however, a new prospect was dawning. One of the manifestations took the form of a movement of educational enlightenment known as the 'New Education'. The term had many facets, but at its core was the drive to raise the quality of popular education by applying to it the pedagogical principles of great European thinkers such as Pestalozzi, Froebel and Herbart. The goal towards 'child centred' education had its corollaries of making schools more relevant and happier places for children. The reliance which these ideas placed upon the incipient psychology of education had obvious implications for teacher education. Not only would it require a theory-based training beyond the capacity of the pupil-teacher system to offer, but it also demanded something more sophisticated than the 'classroom management' approach of the few training schools then operating in Australia.

Responses to an obvious need for the reform of education in general came at various times throughout the country. The most dramatic were public inquiries and controversy which brought changes early in the new century in Victoria and New South Wales. Changes in leadership and consequently appropriate conditions for reform also occurred in other parts, from 1897 in Western Australia to 1910 in Queensland. Teacher education was also swept up in the wave. One result was that by 1914 each State capital possessed a teacher training institution. The new designation training 'college', rather than school, served to emphasise the acceptance of the need for theoretically based courses of training more in keeping with the notion of preparation for a profession. Gradually the nature of the college programs altered as the government education systems themselves underwent change. In the decade prior to the First World War government high schools developed in each State, some actually evolving out of pupil-teacher schools. The trend relieved the training colleges of a larger part of their former role in providing the post-primary education of their recruits, and enabled them to concentrate more on the solely 'professional' or vocational aspects of preparation. This development served also to establish the ascendancy of the training colleges over the apprenticeship method. The pupil-teacher system was abolished in New South Wales in 1906, and elsewhere became increasingly a preparation for college entry rather than its substitute. However, it persisted for a very long time especially in Queensland and Victoria.

Another significant aspect of the quest for better quality in teacher education was the idea of subjecting it to the influence of the university. The concept of a university education for teachers, whether for primary or secondary schools, had for long been established in Europe and in Scotland, and had begun to find favour in England in the 1880s. Australia was to follow suit, and at the turn of the century training college students in Sydney were attending university classes, the college in Melbourne was sited adjacent to the university, and in Adelaide a teachers college was functioning within the university campus itself.

The university influence was not limited to a contribution to the general education of intending and practising teachers; it was also to extend into the professional aspect of teacher preparation. The growing acknowledgement of the importance of educational theory led, belatedly in Australia, to its acceptance as a university study. The first chair in education was filled in Sydney in 1910, followed in 1919 in Melbourne, in each case the incumbent retaining his position as principal of the nearby teachers college. The establishment of university departments of education, however, became largely identified with the preparation of teachers for secondary schools. For the primary school teacher the major source of training was the college. Shed of much of their former burden of general educational provision by the advent of State high schools, the colleges concentrated much more on the vocational aspects of preparation, and in some cases (South Australia 1909, Victoria 1913) even reduced the training course to one year in length. The inevitable result of a myriad of topics in a crowded timetable was superficiality of treatment.

The period between the two World Wars and a few years beyond was characterised by consolidation of the trends already observed. Teachers colleges strengthened their ascendancy. They gradually assumed control over the vast army of inadequately educated recruits to the one-teacher rural schools. In the process the preparation of this category of teacher extended from a duration of several weeks, as it had been in the nineteenth century, progressively to 'short courses' of six months and then ultimately to one year by the 1920s. Those courses had by then become fully incorporated into the college system. The colleges gained similarly at the expense of the old apprenticeship method. In the 1930s the idea of junior teachers, as they had come to be described, enjoyed something of an Indian summer, with education department leaders proclaiming the educational advantages of practical teaching experience prior to college entry. However, the argument attacking the prolonged exposure of school children to young and untrained persons finally prevailed. Apprenticeship as an alternative to college had all but disappeared everywhere except in Victoria by the 1940s, and the junior teacher system had been officially repudiated throughout Australia by the beginning of the 1950s, except for emergency purposes.

At the time of the Second World War the scene was one of dominance by government colleges for primary school teachers, but qualified by some notable variations. The Catholic Church continued to maintain colleges in the three most populous Eastern States, and one (Protestant) interdenominational institution had been developed - Mercer House (1921) in Melbourne. The kindergarten movement was also making a contribution. Training colleges operated by the various kindergarten unions had opened in five States, from late in the nineteenth century in New South Wales to the college in Melbourne in 1922. Within the government teachers colleges themselves a measure of diversity had developed. Courses for infant school teachers existed in nearly all States by the 1940s, while arrangements were made for teaching in special areas such as art, music, commercial subjects, domestic science and manual arts, especially in association with relevant institutions. The lack of universal provision of these

special areas in colleges was largely a reflection of the underdeveloped state of those activities in the schools. Attention to training of teachers of the handicapped and of educational administrators was virtually non-existent.

The major teacher education entity distinct from the government training college was the university. College students in the 1930s, 1940s and beyond still undertook university subjects, especially in South Australia, Western Australia and Tasmania, although the high rate of failure of the students was a continuing matter of concern to college authorities. However, the university role was much more strongly identified with the preparation of teachers for secondary schools. Provision was typically an 'end-on' course (or a slight modification of it) of a three-year degree program followed by a one-year professional course leading to a diploma of education. Thus recruits to secondary school teaching would commence preparation on completion of matriculation, followed by four years of teacher education. (Recruits to primary schools entered training courses often without the completion of secondary schooling and were then trained for two years or even one). Efforts had been made from time to time to associate universities more extensively with the education of teachers by appointing the one person to both a chair of education and the principalship of the nearby teachers college. This device occured in various periods in Sydney, Melbourne and Perth between 1910 and 1948.

The eventual abandonment of these joint posts of professor-principal not only reflected a crystallisation of the binary nature of teacher education in Australia, but it also emphasised the reluctance of State government education departments to relinquish control over the bulk of the recruits to teaching - the primary school trainees. Departmental authority over the government colleges persisted even into the second half of the century, often with a detailed instrusion into the organisation and administration of those institutions. Public service regulations deterred public criticism by college principals and staff, while staffing itself was largely determined by the State departments and drawn from within the confines of the respective State teaching services. This had not prevented appointment of staff with high academic qualifications, with the proportion holding higher degrees, significant especially in the Sydney and Melbourne colleges, reaching a peak in the 1930s. Yet however high might be the calibre of a proportion of the staff, it could not offset the major consequences of the control of teacher training by the employing authorities - conservatism and brevity of most training programs, with fragmentation and superficiality as its further results.

By the 1950s it had become apparent that this pattern of characteristics of teacher education would inevitably be affected by important changes taking place in the Australian community. Two dominant factors served as catalysts in the three decades to 1980: demographic trends and Federal government involvement. The first of these initially produced a crisis of under-supply of teachers, followed in more recent times by a crisis of over-supply, and its implications for teacher education. The second had profound

implications for the control and organisation of teacher education, particularly regarding the delayed implementation of recommendations of the Report of the Committee on the Future of Tertiary Education in Australia, 1964 (the Martin Report).

The quality of teacher education, however unsatisfactory much of it had been before the Second World War, was further threatened by the great post-war education bulge. By the mid-1960s the combined effects of a higher birthrate and massive immigration (from 1947) had produced dramatic increases in the school population. Primary school enrolments (government and non-government) rose from 856 216 in 1947 to 1 624 713 in 1963.[3] The figures for secondary schooling at the corresponding times were 234 993 and 684 641. This much sharper growth for secondary school enrolments was the result of a combination of factors: one was the decision in all States to require some form of post-primary schooling for all children; another was the raising of the minimum school leaving age - to fifteen in most States; yet another factor was the tendency of parents to keep their children on in school in any case, largely through the growing belief that extended education was the key to upward socio-economic mobility. This expansion of post-primary education gave the Australian secondary schools a much changed population composition. The former academic emphasis was reduced with the inclusion of a whole new category of students whose ultimate destiny was not university matriculation, and for whom there was a proliferation of non-traditional secondary school subjects such as social studies, art, craft and home science.

The most tangible indicator of response to the demand for teachers was in the proliferation of teachers colleges. In the pre-war period there had been nine in the whole country; when the Martin Report was released in 1964 the number had risen to twenty-nine. The rapid growth inevitably created problems of accommodation, and was characterised by a prevalence of makeshift and inadequate facilities. The expansion added colleges to the country districts, with the decisions of location based more on political than on educational considerations. As a consequence, a proportion of the new recruits to teaching were being trained in institutions less viable in enrolment numbers and placed in an environment which lacked diversity of practical training opportunities and probably lacked also in cultural depth and variety.

Even more serious than the problem of accommodation was that of maintaining an adequate supply of teachers. Governments had to respond to the situation of servicing the educational needs of the generation of the post-war population bulge with recruitment from the low birth-rate generation of the years of economic depression of the 1930s. The device historically employed in Australia for attracting more teachers was not to make the occupation much more attractive, but to make entry easier (with scholarships) and exit harder (by use of the bond). Governments in the 1950s did not generally depart from this tradition, but they added to it. Ease of entry was further facilitated by a lowering of standards in some instances, through reduction in the levels of entry into teacher preparation and through the development of shorter courses of training. Hence teachers colleges began to admit applicants with School Leaving Certificate

passes of a lower quality than they had accepted in the past. Some States, notably South Australia and Tasmania, reverted to a policy of accepting less than full secondary education (and Leaving Certificate) for entry, and in a number of instances Education Department equivalents of the Leaving Certificate were recognised for admission. Queensland provided another variation in the fall in standards for most of the 1950s by returning to an apprenticeship type of scheme, with recruits engaged in teaching prior to formal training in college.

The fruits of these trends were readily discernible before the end of the decade. A survey of teachers colleges conducted by the ACER[4] drew some depressing conclusions about the generality of students enrolled. Many were found to have a weakness in language skills, both oral and written; some were slow readers, while others demonstrated difficulty in reading comprehension. Attainments in mathematics were poor: half the students had not progressed beyond the Intermediate Examination level (at the third year of secondary schooling) and one quarter of that proportion were unable to reach even that modest standard. Many evinced little interest in newspapers or current affairs at all, were poorly equipped to judge or even perceive social problems, and were singularly deficient in their knowledge of science. Given the low quality of students it was not surprising that colleges should fail considerable numbers and terminate the courses of the poorest performers. The reaction of State education departments was frequently to instruct the colleges to pass a specified proportion of trainees and to employ as teachers those who had failed and whose courses had been terminated.

The associated problems of recruitment and training were most acutely felt in supplying teachers for secondary schools. The universities as the traditional sources appeared unable to cope with the numerical demand created by the relatively greater growth of the secondary school sector, nor did they provide for training in the non-academic subjects expanding in the secondary schools. The high failure rates occurring at the universities exacerbated the problem of supply of teachers and both matters caused concern to the (Murray) Report on Australian universities in 1957: 'Unless the schools can be staffed with soundly trained graduates, it is obvious that the whole educational edifice is threatened'.[5] The situation in the sciences was especially serious: the output of science graduates in 1956 was 524, whereas the annual requirements of the schools alone in mathematics and science experts was likely to reach 450 by the beginning of the 1960s.[6] The result of the crisis of supply was the introduction of emergency schemes undertaken outside the universities. One arrangement was to transfer into secondary schools teachers from the primary school sector, which was less assailed by recruitment and training difficulties, especially towards the end of the 1950s. The other device was the development of short courses for teachers of junior secondary classes. In Launceston, for example, the course was two years at the college (for recruits to area schools), while in Brisbane recruits spent one year at university and the second at college. Through these various means the educational authorities managed to ride out the storm into the mid-1960s. By that time the adjustment of supply to demand was being felt at the secondary level as it had been for the primary sector by the beginning of the decade.

The movement of the post-war bulge to the tertiary level produced more and academically superior recruits to teaching, so that up to half the applicants to the teachers colleges might be rejected.

In the meanwhile, other changes had been taking place in the schools with important implications for teacher education. A healthier climate of innovation at the primary school stage had produced a variety of ventures including those into individualisation of instruction, open space classrooms, and curricular developments such as the advance of Piagetian theories and their application to particular school subjects. The brevity and superficiality of training courses as they existed were hardly conducive to the preparation of teachers equipped to handle these innovations. In the secondary sector the changed composition of the school population had not only produced a large category of students with a non-academic orientation, but those whose motivation and socio-economic background were different from that of typical pre-war students. While most States engaged in systematic review of secondary education in terms of these factors, there was no comparable, concerted appraisal of secondary teacher education, either anticipating or responding to the consequences of those reviews.

As an inherently conservative sector of Australian education, teacher training in the 1960s still retained many features of the earlier decades of the century, both in content and organisation. Students in the colleges were loaded with a syllabus often of ten subjects or more. Class contact could be in excess of thirty hours per week, under conditions of compulsory attendance. Non-contact time was still filled with the requirements of a multiplicity of assignments. By the second half of the 1960s there were some signs of the easing of pressure, but the lack of appropriate rooms and resources, especially library materials, hindered progress in that direction. The effect was not only superficiality of knowledge but also an adverse attitude towards learning. A commentator in 1964 contended that it was not at all surprising that so many primary school teachers did not kindle a love of learning in their pupils, since 'they never had the opportunity to learn to love knowledge themselves'.[7]

The continued brevity of the training program also left little scope for significant changes in the courses of practical training offered throughout Australia. Differences in amount of teaching practice were probably a legacy of historical differences of emphasis on apprenticeship as against college work: hence Victoria provided more time for practical experience and less for theoretical concerns than New South Wales. Other variations occurred in the pattern of practice, with one day per week throughout the year, as in Queensland primary training, or two, three or four weekly blocks as in some other States. Pressures of time and course loading within the system of two year training virtually prevented the development of more extensive and radical approaches to the practical aspect of training.

The professional socialisation of recruits to teaching remained as another unchanged emphasis of the teachers colleges. The task in fact seemed to gain a new sense of urgency in the period, for the new generation of college recruits included a large proportion of young

people from 'working class' backgrounds. Hence there was a feeling among teacher educators of the need for inculcation of middle class values, to give to those students who had not already acquired them, the 'generally accepted courtesies of an affluent middle class society'.[8] In general, paternalism still featured prominently in the college life. Roll calls still applied to lecture attendance in the 1960s and there was still overt control of extra-curricular activities of the students, including the operation of student associations.

Just as the colleges exerted careful control over their students, so they were in turn subjected to the authority of the respective State education departments. Since in some States certification was not awarded until after a period of probation in a government school, private trainees were virtually precluded from the training colleges. Within those institutions principals appeared to have gained a greater measure of freedom over the years in developing courses, and in some States this seemed to have been enhanced by the collective authority of a committee of college principals. But the ultimate authority was that of the department. As one college principal affirmed at the the end of the 1960s: 'The education department which runs the colleges determines the curriculum of the college and even, at times, the content of the syllabuses within it. The college's goal focus is here clearly defined as "what the Department wants".'[9] Principals also made recommendations on the number of staff and the equipment and building needs of the college, but the department made the final decision on these matters. These aspects of control by the state employing authority produced growing dissatisfaction within the colleges, but since restrictions remained on public criticism, the atmosphere was still equivalent to that of a high school.

Irritations and frustration of this type helped to lure some of the more academically able staff away from teacher education. The drain of staff was also produced by opportunities opening up in the expanding university sector and in the state education departments, where promotion in the schools was easier than in the colleges. Thus although there was some legacy of a core of high quality staff from the pre-expansionary period, a dilution of quality occurred in the 1950s and 1960s. Some easing of restrictions on outside advertising relieved the problem, but not sufficiently to offset the extensive recruitment of staff with inferior qualifications. A proportion of this intake were people whose recent practical experience in the classroom was welcomed as a means of bridging the gap between theory and practice in the training process. But the rapid turn-over of personnel often meant that the newcomers were afforded too little time to ground their lecturing work on soundly based theoretical considerations, and instead were tempted to resort to an emphasis on current classroom teaching practice.

The scope for professional development of college staff for much of the 1950s and 1960s was generally limited. Many lecturers were given teaching loads of up to twenty classes per week, while in addition were expected to undertake duties relating to supervision of teaching practice, counselling of students and other time-consuming activities. Time for research by individuals was therefore limited to

a considerable extent. Groups of college personnel did undertake some experimental work just as they had done, in Sydney and Melbourne, in the early decades of the twentieth century. But there were few systematic college programs of research. Sydney Teachers College had been the focus in 1960 of a program of curricular research in languages and mathematics of importance to the State's system of education, but the project was notable more as an exception than as an example. Even in the second half of the 1960s, the colleges generally did not measure up to the ideal advanced by a teacher educator at that time: 'Those who teach teachers should be in the vanguard of educational theory and practice. Teachers colleges should be dynamic centres of research, discussion, experiment, controversy and publication'.[10] Perhaps a particular source of the deficiency was either an inability or a reluctance to conduct systematic self-appraisal. It was conceded that the evaluation of teachers college courses was 'weak, unorganised and largely based on opinion'.[11]

If their role in the pre-service education of teachers was open to much criticism, the contribution of the training institutions to in-service development of teachers also left something to be desired. One of the difficulties lay in the lack of general education of many teachers to the tertiary level. Hence practising teachers tended to subscribe to university courses to make good their formal qualifications in general education. Professional education in a formal sense therefore usually remained at the level achieved at the initial stage of training. Teachers colleges in some States did offer a wide range of summer schools and vacation courses, but the colleges were not plugged into a sustained, systematic and co-ordinated organisation which smoothly provided a continuity between the pre-service and the in-service stages of teacher development. Regularised provisions for further certification of teachers and other arrangements for in-service work were often made by education departments without any institutional contribution from the training colleges. Nor did other agencies loom with prominence. University departments of education offered little in-service work, independent schools undertook it only in a rather haphazard fashion, and teachers unions played only a minor role. Professional subject associations of teachers did contribute, but it was felt at the time that they tended to become pre-occupied with the subject matter itself to the neglect of educational problems as such.[12] It was generally considered by spokesmen on teacher education that the in-service provision as a whole in Australia was inadequate.

A legacy particularly of the post-war expansionist years, the problem of quality continued into the 1960s, and its existence could neither be denied nor for long ignored. The examples of trends discernible overseas made certain of that. Australia followed the United States of America in substituting the term teacher 'education' for teacher 'training', thus shifting the emphasis in stated objectives from 'how to do it' to 'why do it', from the domination of practice, to the matter of general principles and theory on which practice is based. In the general education of teachers the recommendations of the Robbins Report in Britain (1963) also won favour amongst Australian teacher educators, particularly on the notion of concentration on an

academic main subject in depth over an extended period of time. But not all overseas examples proved attractive to leading Australian educators. While in the USA there was a reaction against what had been a growing attention to professional studies at the expense of the general education of teachers, the trend in Australian thinking was against the end-on arrangements for the preparation of secondary school teachers, and towards programs of concurrent professional and liberal studies. Yet whatever emphases were advocated in the 1960s, whether towards concurrence, towards more theory and principles, or towards greater academic depth, all appeared to be thwarted by the brevity of the courses of teacher education.

The inadequacy of length of preparation and other weaknesses in the education of teachers were subjected to increasing attack in a growing climate of discussion by the middle of the 1960s. One source was the appearance of publications which included teacher education in their critical survey of the Australian educational scene. Another was the advent of the Australian College of Education (1958) which now joined the ACER as an instrument of investigation into educational problems and issues; in fact it devoted separate books, published in 1966 and 1967, to the problem of teachers in Australia and their education. A third source was the inquiry of the Martin Committee, appointed in 1961 by the Federal government to consider the future of tertiary education in Australia, with its report being published in 1964.

The recommendations of the Martin Report, when implemented, constituted a watershed in Australian higher education and not the least in the education of teachers. The Report advocated the development of three distinct categories of tertiary education and the mobilisation of resources and students into the three sectors appropriate to the needs of the national economy. For teacher education a number of important changes were urged, including extension of training to three years minimum, autonomy for teachers colleges under co-ordinating statutory bodies in each State with support by Commonwealth funding, and the recruitment of all staff through open advertisement. While believing that the deficiencies of teacher education attributed to association of colleges with government education departments might have been overestimated, the Committee did implicitly concede that autonomy would enhance quality. It was convinced that a key to improvement was the increased attractiveness of teachers colleges to recruits of high quality if these colleges were to unquestionably be accepted, as the foreshadowed changes intended, as institutions of higher education.

In 1965 the Commonwealth government under Sir Robert Menzies accepted in principle the Martin Committee's recommendations for technological education. The Government commenced by providing substantial sums of money in capital and recurrent grants, on the basis of shared funding with the States. It also established the Commonwealth Advisory Committee on Advanced Education (CACAE), later reconstituted as the Australian Commission on Advanced Education, to oversee the development of what were now termed colleges of advanced education (CAEs) and to prepare triennial submissions on their financial needs. Teacher education did not meet with the same response. The government rejected the recommendations for Commonwealth funding of teachers

colleges, on the grounds that teacher education was an integral part of the State systems, designed to suit their own schooling needs and therefore best remaining as their exclusive responsibility.

In spite of the initially negative response, both government and CACAE very soon departed from the policy of excluding teacher education from the post-Martin funding developments. In 1967 an agreement with the States produced Commonwealth finance for projects in which teachers colleges would be built to plans and standards drawn up by the States and approved by the Federal Minister for Science and Education. The funds came in the form of unmatched grants, but it was agreed that the States should not reduce their own expenditure on teacher training and that at least 20% of the places made available through the offer should be available to non-bonded trainees. No restrictions were imposed on the location of colleges; this therefore left the States free to continue the siting of institutions on the basis of political rather than educational or demographic considerations. A further financial offer by the Commonwealth in 1970 served to give to the States $54 million in capital expenditure for teachers colleges over a period of six years from 1967. Thus a revolutionary change in support for teacher education was in process even before the 1970s.

Teacher education was further strengthened through acceptance of its association with the multi-purpose colleges of the advanced education sector. The CACAE was initially precluded from funding teacher education even if that function operated within an institution eligible for funding as a CAE. However, the Commission strongly supported the Martin Committee's view on the mutual advantages to be gained through the functioning of teacher education and advanced education within single institutions. Accordingly, in its second report the Commission urged the inclusion of teacher education activities within six CAEs and for that development made the necessary financial arrangements, which were endorsed by the government. The Commission's terms of reference were then altered in 1969 to enable it to assist financially the further advancement of teacher education within multi-purpose CAEs, a policy which the government had now come to favour. The change was effected in two ways, either through the transformation of teachers colleges into multi-purpose CAEs (as in the Tasmanian, Mitchell and Riverina colleges) or with the addition of teacher education courses to the programs of CAEs, as in the Canberra and Darling Downs CAEs and the Western Australian Institute of Technology.

The inclusion within the ambit of the advanced education sector of a proportion of teacher education work, served to emphasise the anomaly of having the bulk of it remain under the control of employing authorities in the respective States. In fact by 1970 most States had followed the urging of the Martin Committee in either passing legislation, or announcing their intention to do so, to accord autonomy to teacher training institutions under the general authority of statutory co-ordinating bodies. This weaning process was accelerated by further Commonwealth government action. Early in 1972 a report by the Senate Standing Committee on Education made a number of recommendations on teacher education, especially one which tied a greatly increased financial assistance to the removal of control over

colleges by employing authorities. The government accepted this notion, offering support to government teachers colleges, providing they were being developed as self-governing institutions under the aegis of State co-ordinating bodies. In July 1973 those colleges became in effect CAEs, in terms of their funding, and from the beginning of 1974 came completely into the Commonwealth financial sphere when it accepted total responsibility for the funding of tertiary education in Australia.

Some of the largesse was to be distributed to voluntary bodies as well. Pre-school teachers colleges had previously been the beneficiaries of unmatched grants for capital developments, under an Act, 1968-1971. They were brought within the matching capital and recurrent cost arrangements of the advanced education sector in 1973 and within the total funding provisions in 1974. The 1972 Senate Standing Committee had also given consideration to the provision for the teachers in training for non-government schools. Those 'private' students constituted 6.5% of the 1970 total of trainees; most of them (73%) attended 'private' teachers colleges, all but a few of which were associated with the Catholic Church.[13] The government rejected the Committee's recommendation for matching funding arrangements as applying to other tertiary institutions, but in 1974 a report prepared for the Commission on Advanced Education partly reversed the decision. As a result, a number (six at first) of non-government teachers colleges gained recurrent funding and some finance for minor capital works. Subsequently a number of others which had received fees reimbursement assistance were given partial recurrent funding through per capita grants related to enrolments in certain courses. Hopes the colleges might have had for significant funding for capital works for the improvement of physical facilities, however, were dashed with the increasing emphasis on financial restrictions in the second half of the 1970s.

While in these ways the funding of teacher education in Australia had undergone a transformation, there had also been radical changes in its organisation and control. At the national level, the three sectors of university, advanced (now including teacher education) and technical and further education were subjected to a greater measure of co-ordination with the creation in 1977 of the Tertiary Education Commission. At the State levels the early 1970s had witnessed the replacement of government education departments by statutory bodies as the ultimate authorities in teacher education. In most States the structure developed was virtually a bipartite one, with universities constituting one sector and advanced education, including the former government teachers colleges, the other. Two States which already had a larger segment of tertiary education outside the university system in the early 1970s chose a different organisational emphasis. Victoria placed its teachers colleges within the network of the State College of Victoria and its technical colleges in association with the Victoria Institute of Colleges, even though a number of them had some teacher education involvement. The Western Australian choice was a quasi-tripartite system, with the Teacher Education Authority subordinate in turn to a Tertiary Education Commission. By the end of the 1970s the trend towards co-ordination of all sectors of post-secondary education at the national level was also manifested

within various States. This culminated in the creation of tertiary education authorities encompassing all three sectors, although with varying degrees of control over particular sectors and variation from State to State. In the process, whatever form it took, teacher education had become more thoroughly integrated into the Australian tertiary education system.

End Notes and References

1 For the general history see B.K. Hyams, Teacher Preparation in Australia: a History of its Development from 1850 to 1950, ACER, 1979.

2 See R. Fogarty, 'The Development of Catholic Teacher Training in Australia', Forum of Education, 1964, 23(1), 23(2).

3 Committee on the Future of Tertiary Education in Australia, Report: Tertiary Education in Australia (Martin Report), Australian Universities Commission, 1964, vol. 1, p.17.

4 Quoted in I.S. Turner, 'The Professional Preparation of Teachers in Australia', Melbourne Studies in Education 1959-1960. p.12, p.13.

5 Committee on Australian Universities, Report (Murray Report), Commonwealth Government Printer, 1957, p.16.

6 Ibid. p.17.

7 G.W. Bassett, 'The Training of Teachers', in R.W.T. Cowan (ed), Education for Australians, Cheshire, Melbourne, 1964, p.152.

8 L.W. Shears, 'Implementing the Curriculum', in J.A. Richardson and J. Bowen (eds), The Preparation of Teachers in Australia, Cheshire, Melbourne, 1967, p.125.

9 A.R. Crane, 'Assessing a Teachers College', Education News, October 1969, 12(5), p.13.

10 R. Fogarty, 'The Content of Teacher Education', in J.A. Richardson and J. Bowen, op.cit., p.38.

11 L.W. Shears, op.cit., p.129.

12 W.D. Neal and D. Mossenson, 'The Continuing Education of Teachers' in J.A. Richardson and J. Bowen, op.cit., p.182.

13 M. Kehoe, 'Catholic Teachers Colleges in Australia - the Background' The South Pacific Journal of Teacher Education, 1977, 5(4), p.248.

APPENDIX E

COMMISSIONED STUDIES

The following is a brief outline of the commissioned studies undertaken on behalf of the Inquiry Committee.

Profile of the Teaching Force

The Australian College of Education in 1979 carried out a replication of its 1963 questionnaire sample survey of teachers. The replication survey was funded with assistance from the Inquiry and from the resources of the College itself. Changes and extensions desired by the Committee were incorporated in the survey. Information was sought on teachers' background, qualifications, teaching and other work experience and in-service education. The survey operation was centred at the University of Queensland and was supervised by Professor G. W. Bassett who had directed the 1963 survey.

Teacher Educators

This project was based on a sample survey in 1974 of teacher education staff in tertiary institutions and practice teaching supervisors in schools. It was designed, through the use of questionnaires and interviews, to obtain information on backgrounds, qualifications, experience, and attitudes in relation to teacher education. The survey was undertaken by Professor D. Beswick and Dr G. Harman of the Centre for the Study of Higher Education, University of Melbourne. These researchers were associated with the 1977 survey of tertiary staff and students commissioned by the Committee of Inquiry into Education and Training and with the Australian National University 1974 survey of regional colleges of advanced education. Data from these earlier surveys were included in the analysis.

Resources for Teacher Development

This project involved a small number of case studies at regional level in different States and was designed to shed light on the resources - actual and potential, used and unused - for professional teacher development in the region. Regions varying in location and character were chosen, and the attempt was made to identify resources in the general community as well as in the educational system. The project was undertaken by Mr. D. Anders, retired Executive Officer of the South Australian Council for Educational Planning and Research.

Pupil, Teacher and Parent Perceptions of Schooling

An analysis was commissioned of previously unprocessed data from a longitudinal survey of the educational aspirations, experience and achievement of a large sample of secondary students in Sydney metropolitan areas. The survey was conducted by the late Dr J. Martin, Australian National University, and Dr P. Meade, then of the University of New South Wales, and now of Kelvin Grove College of Advanced Education. The sample was deliberately constructed to include high numbers of pupils from non-English speaking background and interviews were conducted with parents and teachers as well as pupils. The commissioned project was based largely on an analysis and interpretation of the interview data, and was undertaken by Dr Meade.

Teacher Education in Australia: Historical Development

The Committee asked Dr B. Hyams, Reader in Education, The Flinders University of South Australia, to prepare a brief overview of the historical development of teacher education in Australia, concentrating on the period of the last thirty years.

Reports of the Projects

The Inquiry received the original report from each project and in some cases arrangements were made for the researchers to discuss their findings with the Committee. Dr Hyams' paper is reprinted as Appendix D to this Report. With the remaining projects it has been left to the researchers and agencies concerned to use the channels normally available to them to publish the results of their work.

APPENDIX F

SOCIAL CHANGE CONFERENCE

PARTICIPANTS

In addition to Inquiry Committee and Secretariat members the following attended the conference:

The Most Reverend Felix Arnott
Anglican Archbishop of Brisbane

Dr W. Caelli
Managing Director, Electronics Research Australia

Professor J. Caldwell
Professor of Demography, Australian National University

Mr R. Hunt
Division Secretary, Water and Sewerage Employees' Union, NSW

Professor R. Laura
Dean, Faculty of Education, University of Newcastle

Mr G. McDonald
Secretariat, Committee of Inquiry into Technological Change in Australia

Professor P. Musgrave
Dean, Faculty of Education, Monash University

Professor J. Nevile
Professor of Economics, University of New South Wales

Ms J. O'Neill
Research Officer in Social Welfare, Australian Council of Trade Unions

Mr V. Routley
Chief Economist, Commonwealth Department of Employment and Youth Affairs

Professor G. Seddon
Director, Centre for Environmental Studies, University of Melbourne

Mr B.C. Wilson
Managing Director, Koppers Australia Limited

APPENDIX G

SEMINAR ON TEACHER DEVELOPMENT

PARTICIPANTS

Mr D. Anders
Former Executive, South Australian Council for Educational Planning and Research

Professor J.J. Auchmuty
Chairman, National Inquiry into Teacher Education

Mrs M. Batten
Senior Research Officer, Australian Council for Educational Research

Mr P. Cameron
Director, Services & Development Program, Schools Commission

Mr H. Carey
Chairman, Schools Commission State Development Committee, NSW

Mr R. Coggins
Director, Salisbury College of Advanced Education, SA

Mr M. Cove
Chairman, Schools Commission State Development Committee, Tas.

Dr P. Creed
Chairman, Victorian In-service Education Committee

Mr G. Everett
Deputy Chairman, Schools Commission State Development Committee, Qld

Dr H.S. Houston
Committee Member, National Inquiry into Teacher Education

Mr P. Kefford
Section Head, Staff Development, Australian Capital Territory Schools Authority

Mr C. Laubsch
Chairman, Schools Commission Services and Development Committee, SA

Mr H. Louden
Chairman, Schools Commission Services and Development Committee, WA

Dr M. Skilbeck
Committee Member, National Inquiry into Teacher Education

Mr K Spaulding
Committee Member, National Inquiry into Teacher Education

Mr G. Spring
Deputy Secretary, Services and Resources, Northern Territory
Department of Education

Dr H. Stefanik
Secretariat, National Inquiry into Teacher Education

Professor B. Watts
Committee Member, National Inquiry into Teacher Education

APPENDIX H

CONFERENCES ATTENDED BY NATIONAL INQUIRY COMMITTEE MEMBERS

Australian College of Education (ACT Chapter), Annual General Meeting, Canberra, November 1979.

Australian Conference of Principals of Colleges of Advanced Education, Annual Conference,
Canberra College of Advanced Education, July 1980.

Education and the Needs of Business,
Institute of Public Affairs (NSW),
Sydney, September 1979.

Education and the World of Work,
Australian College of Education, Annual Conference,
Perth, September 1979.

National Conference on the Role of School Experiences in Teacher Education: Recent Trends and Future Directions,
Armidale College of Advanced Education, February 1980.

National Meeting on Aboriginal Early Childhood Education,
Brisbane, October/November 1979.

Nineteen Eighty-Four Transition to the Post Industrial Society,
The Australian Institute of Management's Second Corporate Planning Conference,
Sydney, August 1979.

Policy and Planning in Teacher Education,
Darling Downs Institute of Advanced Education, August 1978.

The Second Century - Direction, Opportunity and Purpose in Education,
New South Wales Conference of Primary School Administrators,
Hurlstone, NSW, January 1980.

South Australian State Schools Parents' and Citizens' Regional Conference,
Goolwa, SA, August 1979.

South Pacific Association for Teacher Education, 1979 Annual Conference,
Sydney, August 1979.

The Transition from School to Continuing Employment,
Institute of Public Affairs (NSW),
Sydney, April 1980.